THE SURVEY

MIDMONTHLY NOVEMBER 1948

BENEFITS FOR BRITONS

JOHN G. HILL

THE YOUTH COUNCIL

MORRIS L. EISENSTEIN

FOUR DOLLARS A YEAR

MAGAZINE OF THE WELFARE MOVEMENT

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VOL. LXXXIV NO. 11 THE SURVEY NOVEMBER 1948

MIDMONTHLY

TO THE mutual regret of staff and readers, the name of Thomas Devine will be missed this month from the masthead of THE SURVEY *Midmonthly*. For a year or more, as executive editor, he has put imagination, initiative, and redoubtable energy into its pages—along with natural gifts as a writer and editor.

His work began part time in the fall of 1947, while he carried through to completion an earlier commission as director of a significant community survey in Kansas City. Full time after the turn of the year, he at once applied himself to recasting not only the format of our *Midmonthly,* but refreshed its human interest and its service to the rank and file of social work practitioners.

✦ ✦ ✦

The February issue bore the stamp of his innovations—such as a forum on live questions under the caption "Mr. Chairman." On the one hand, an "Epitomes" page gave the gist of unique contributions in various health and welfare publications; and on the other hand, "cartoon ads" he placed in their pages called attention to SURVEY features.

"About People" was expanded into a full page department. A galaxy of SURVEY correspondents brought news from all points of the compass. All this sprang from his wide experience in social work, community organization, and social research, and his bent for engaging, informing services to stimulate the *Midmonthly* audience.

In the spring and early summer, he projected sections which scored—on the Kinsey report (April) and the Washington conferences on Family Life and Health (June) which had a very considerable circulation as reprints. At the same time, these ventures, and the response to the general run of issues, brought increased circulation.

He instituted THE SURVEY Award for "an imaginative and constructive contribution to social work," which was presented for the first time at the National Conference of Social Work in May, to Dr. Howard Rusk. (This award we hope to continue.)

In September came Mr. Devine's special number on the Community Chest drive which has helped reinforce social agencies the country over. Earlier, he brought his own community chest experience to bear on our fortunes. His voluntary efforts last spring were a factor in our own money raising to meet the brunt of inflationary publishing costs.

✦ ✦ ✦

That the talents of this newest member of our editorial team are now lost to us is due to the fact that these costs have continued unremittingly. Publishing plans have had to be telescoped and staff curtailed at the top level in our efforts to conserve Survey Associates.

Mr. Devine's many friends will join with all of us at THE SURVEY in wishing him well in his new activities. While continuing his work as a consultant in health and welfare services for Community Surveys, Inc., he will also be a senior consultant with Raymond Rich Associates of New York City in public relations, financing, and administration for nonprofit organizations.

PAUL KELLOGG, Editor

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SO THEY SAY

FORWARDED BY AN AUTHOR

MY DEAR MR. HILL: I just wanted to write to say with what pleasure I read your short article in *The Survey* for August, on Great Britain's new Social Security. I think it was very good—it was short, succinct and a clear statement of a broad and comprehensive act.

I only wish more people would see your article and have a fairer idea of Great Britain's new social horizon; especially some of the newspapers need this education.

New York City GERARD SWOPE

SINGLE SLATE DEMOCRACY

TO THE EDITOR: While reading the May *Midmonthly,* I noticed that on page 154 the word "democratic" was used twelve times. It was quite evident that social workers and their spokesmen are enamored of the "democratic process."

Glancing at the insert across the page I saw the democratic process at work in the National Conference of Social Work. "Nominees for the following year: President, Martha M. Eliot; first vice-president, Lester B. Granger; second vice-president, Helen Russell Wright; third vice-president, Donald S. Howard; secretary, Marion Hathway." How come?

Madison, Wis. H. W. PERRIGO

JARGON AGAIN

TO THE EDITOR: Your ably-done report of the Atlantic City Conference . . . gave me a *shock*—about, not *The Survey,* but *social workers.* I have run onto plenty of strange technical, not to say highfalutin' jargon as used by specialists dealing with the mysteries of purely scientific phenomena. But never so much of it among persons dealing with ordinary, day-by-day humans.

I presume the speakers who were most prolific with their big words, knew what they were talking about. But I couldn't help wondering how many of their listeners did. Fact is, I hoped they *didn't.* For if they did, it would look as if they had all gotten together for the purpose of talking themselves into the conviction that they had become members of a learned profession whose procedures and skills were too intricate and mysterious to permit understanding by the ordinary lay citizen.

I'm ready to agree that modern psychology makes complex techniques essential to effective work with humans; also that professional jargon is a handy tool for saving time by cutting language-corners. But, all the same, that report revived in disquieting measure my memory of certain difficulties encountered in 1912 when Cleveland was starting the first of the country's present thousand-odd Community Funds. Those specific difficulties arose from the way a few national and local social workers appeared to assume that "untrained" persons would not be expected to have genuine social concern—or, if they did, could not be expected to have proper respect for the skilled "professionals." To one who went into industry in order to get closer to the *prevention* rather than the *amelioration* of social maladjustment, it would appear most unfortunate if the recent years have by any mischance increased the tendency of social workers to believe that, as trained social technicians, they have either a professional or institutional *monopoly* on social interest and concern.

Bear in mind, however, that I'm getting this off my chest to you mostly because I hope you and/or your readers will take time to prove my fears quite unjustified!

Cleveland WHITING WILLIAMS

HAVE TIMES CHANGED?

Phrases used by family case-workers over a decade ago. Reprinted from the *Survey Midmonthly,* November 1935.

Cooperative evaluation

Dynamic inter-relationship conducive to emotional well-being

Constructive utilization of conflict

Joint process of orientation

Patternizing the concept

Unconscious use of the psychological mechanism of projection

Verbalized dissatisfaction

Conscious selectivity and controlled intake

Client-partner relationship

Yes—and no

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Benefits for Britons

JOHN G. HILL

This is the second of two discussions of Great Britain's social security program by John G. Hill. Mr. Hill, formerly Secretary to the Community Service Society's Committee on Housing, is now Director of Research with the Philadelphia Health and Welfare Council.

Great Britain's social security program, which came into force last July, provides social insurance benefits at what are generally regarded to be subsistence levels against such economic hazards as sickness, old age, and death of the family wage earner. Cash allowances are also granted to help defray the cost of certain major economic burdens to most families, such as the expense of child-bearing and child-rearing, and of funeral expenses.

Associated with the new program are a number of related services not ordinarily classified with social security in this country. Both for humanitarian reasons and in order to maintain the productive capacity of the nation's manpower, medical care of all kinds is now free to anyone in the population who wishes to avail himself of it. Foster home or institutional care for homeless children under seventeen has been made mandatory upon local authorities under central government supervision and with central government financial aid. For the aged, infirm, and handicapped, there will be residential accommodations with any necessary personal care and supervision at rates they can afford. Special training, special workshops, and suitable recreational facilities will be added for the blind, deaf, and physically handicapped.

This new program carries out practically all the recommendations of the famous Beveridge Report of 1942 with the major exception of full employment, one of the three assumptions on which Lord Beveridge based his proposals. This, however, calls for measures of a character quite different from social insurance and is therefore being dealt with separately. The principles underlying the Beveridge proposals have also been incorporated in the new scheme, such as its comprehensive character, covering the entire population and including all major economic risks; the subsistence level of benefits; and the flat rates of contributions and flat rates of benefits, irrespective of the insured person's present or previous level of earnings. All these principles are in marked contrast to American policy, with the last named being in sharpest contrast.

It is important to bear in mind that for Britain this program does not represent as radical a change as might at first appear to us. As a matter of fact, relatively few parts of the new scheme are really new. With the exception of children's allowances, the maternity allowances and the death grants for funeral expenses, all the cash benefits of the program have counterparts in earlier English schemes, some of which date as far back as the turn of the century. In one instance—workmen's compensation—payment of benefits, hitherto a matter of private arrangement between employer and employe, has been made a government responsibility, within the social security structure, but workmen's compensation has a history of over fifty years in England.

With the exception of the living accommodations and other special services for the aged and the handicapped, which are an innovation, the same can be said for the service part of the program. Health insurance, for example, has existed in Britain since 1911, although the present health program adds the new element of government responsibility for seeing to it that there is adequate provision and distribution of doctors and medical care facilities, based on need. Likewise, the child welfare program, while it represents an important effort to improve standards largely through central government supervision and financial aid, can hardly be called new.

In short, the essential difference between the new British social security program and the system—or, more accurately, the systems—which it replaces lies in the comprehensive reorganization and vast extension of the older programs to bring every man, woman, and child under a unified and rationalized scheme of social security. It might also be said that its scope has been broadened to encompass, in addition to the safeguards ordinarily found in social security programs against economic and health hazards, some degree of protection against social hazards as well. And, if it is assumed that the legislative provision for Parliamentary review of the levels of cash benefits five years hence implies acknowledgment that benefits should henceforth be related to a minimum subsistence standard, then government recognition of the necessity for adequacy of benefits is a highly significant new factor in Britain's social security policy.

Despite the fact that these changes are therefore more evolutionary than they are revolutionary, they will nonetheless exert a considerable, and profound, influence on various phases of British life. Not all of these influences can be forecast with any reasonable degree of accuracy even by the closest students of the subject. Their full effects on family life, for instance, will not be known for a generation or even longer. Others, however, are more or less clear.

Effects on Family Life

The universal coverage and subsistence level of social insurance payments against all the major causes of family economic disability put a floor under the standard of living for British families, somewhat analogous to minimum wage legislation in the field of industrial compensation. The special cash allowances for children, for maternity, and for funeral expenses provide additional supports to living standards for families passing through periodic economic crises. All this is not meant solely to ease the rigors of life for the individual. Nor, it might be mentioned here in view of the bugbears of most opponents to social security, do the legislative and administrative controls that are provided allow for slackening of individual effort and initiative. On the contrary, its purpose has been stated "to encourage enterprise and mobility, to give people elbow-room in

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order to develop their abilities for the common productive task and to remove the menace of poverty which degrades men and women and embitters the whole structure of society." As in the case of the social service device of minimum wage legislation, the establishment by government of a minimum subsistence standard through socially provided income may give rise to some exciting and unexpected developments which must await experience.

The vastly expanded use of social insurance to provide for families in need will bring about a sharp reduction, although not complete elimination, of public assistance with its hated test of means. And even for families who, for special needs or for supplementation, will find it necessary to apply for public assistance, the test of means has been greatly simplified and liberalized and degrading deterrents have been eliminated. For the purposes of the household test of means, the concept of the family as an economic unit responsible for the support of its members has been narrowed to husband and wife. Parents are no longer legally bound to support their children beyond the working age (fifteen) nor are children liable for the support of parents. Adults living with applicants for public assistance are no longer required to contribute more than their fair share to household expenditures.

One must also not overlook the significant contribution which, it is anticipated, the health services and the care of the aged and handicapped will make to family welfare. Once the health service has been fully implemented, treatment of mental as well as physical disorders will be freely available to all. Aged and physically handicapped persons who might well be a restrictive family burden, especially in urban households, will be free to enjoy the independence of accommodations especially adapted to their needs. These are to be at prices within their means and will thus be to the mutual advantage of both the families and themselves.

All this should help make for healthier, more wholesome and sturdier family life down to the humblest cottage. Family tensions and anxieties generated or aggravated by economic stress, physical or mental disability, or social pressures should be relaxed and the responsibilities for more constructive use of human energies enhanced. But the fullest effects on family life will be revealed in Britain's citizens of the future, the products of the families of today. Indeed, for the next generation, not only economists and social security experts but social scientists and students of mental hygiene may well make Britain the object of their close study.

Effects on Labor-Management Relations

In an analysis of Great Britain's newest social security policies, R. W. B. Clarke, an economist, draws attention to the weakening of monetary incentives and the traditional methods of enforcing industrial discipline and efficiency through fear of unemployment and destitution. In their stead, there are emerging in British industry, particularly among the more far-sighted industrial concerns, new methods of labor-management by building up in the factories a new kind of worker-management relationship through the provision of industrial welfare facilities, the association of workers with the job of management, and sincere efforts to create a team spirit among employes. This development was greatly accelerated during the war. Several reasons are advanced to explain this phenomenon, but the important ones here are the government policies of full employment and social security.

The Beveridge Report pointed out that social security rests upon several basic assumptions, one of which is full employment. To the degree that full employment is maintained and to the extent that adequate coverage and security payments are available against interruptions to income, the growth of this closer relationship between management and labor will be fostered. To this must also be added another factor with respect to compensation for industrial injuries. Heretofore, employers were liable for industrial injuries to their employes but workers were left to enforce their rights as best they could in the absence of effective devices to assure equitable settlement of claims. The usual procedure was private arrangement between employer and employe, often to the disadvantage of the injured workman and his family, or recourse to arbitration proceedings. Now, however, workmen's compensation is an integral part of the social security structure, administered by the government and supported by insurance contributions from the employer, employe, and the government. Thus one more main source of irritation and strife between labor and management has been removed to the advantage of both employer and employe.

Effects on Government Structure

The advantage of regional government as opposed to both the local government structure and to government centered exclusively in Whitehall has been debated for well over thirty years. The local authorities of England and Wales consist of counties and their subdivisions and county boroughs, numbering in the aggregate about 12,000. The inadequacy of these tiny units to cope with many important present-day

Courtesy British Information Services

Under the new National Health Act the administration of clinics has been taken over by the London County Council working in conjunction with the regional M.O.H. There are nine divisional offices in London responsible for clinics

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functions of local government has led to innumerable anomalies and needless complexities. Effective and efficient discharge of these responsibilities often necessarily involves far larger geographical areas than are contained within the jurisdictional boundaries of the local authorities, and frequently exceeds the financial resources of the smaller and poorer authorities. The problems of town and country planning, the building of roads, the supply of electrical power, the provision of hospitals and higher educational and technical training facilities are a few of the long list of functions beyond the capacity of most local authorities.

Simultaneously, the functions of central government departments have increased stupendously in recent years, making it impossible for them to operate at maximum efficiency from central headquarters alone. At no time were these deficiencies of both local and central government more keenly appreciated than during the war. To meet the emergency, the country was divided into fourteen Civil Defense Regions which, with the exception of London, were constituted out of entire counties or county boroughs. The advantages of the devolution of authority to regional offices by central executive departments was so impressive that these regions have been retained for peacetime use, each department abiding by the same division as far as possible. This tendency toward permanent regional government has been rigidly resisted by the traditional local authorities, not without some legitimate argument.

The administrative reorganization of the social security system with its vast extensions has given an added thrust to this movement. The situation of the country's hospitals is the most striking illustration. Britain's hospital system was a curious mixture of public hospitals maintained by local authorities and financed by local "rates" and taxes and a large number of voluntary hospitals managed by their own individual governing boards and supported by private endowment, appeals to private charity, and payments for services. The system was most inadequate. The private hospitals were unevenly distributed over the country "at the caprice of private charity;" often two nearby hospitals provided the same services unnecessarily, usually in the more affluent areas, while in other sections there was a hospital shortage, especially in remote and depressed districts. Many of the hospitals were too poor to provide the general and specialist services demanded in modern medical treatment. Similar variation was found among the public hospitals where poorer authorities, often those in greatest need of medical care, were unable to discharge their hospital responsibilities. Cooperation between public and private hospitals left much to be desired.

To correct this condition the central government, last July, took over all the nation's hospitals both public and voluntary and reorganized them on a regional basis corresponding to the former Civil Defense Districts. All are now supported with national funds and are administered by regional boards with this significant difference from the former system of public hospitals. Whereas the public hospitals were heretofore under the fairly direct control of local electorates through the local county and county borough councils, the members of a regional body are no longer elected by popular vote but are appointed by the Ministry of Health.

Similar examples could be drawn of the use of regional administration of other parts of the social security structure at the "expense" of local authorities. The repeated accusation of "government by commission" has increasing validity and with the full implementation of the social security program, new impetus will be added to the demand for review of the country's system of local government.

Effect on Private Social Work

The full impact of the social security program on the nation's private social welfare is difficult to appraise but certain trends are in evidence. There are few predictions, such as were made here during the depression when our public assistance programs were being established or expanded, that with the assumption of more and more responsibility by the public authorities, the usefulness of private agencies is diminishing. For one thing, both the general British public and their public authorities place a far greater value on voluntary initiative than is generally true here. A much closer bond exists between the public and private agencies, a form of cooperation that has grown steadily, particularly in the last decade. It is common practice for public authorities to delegate responsibility to voluntary organizations and to pay for the services at established rates or to subsidize the organization with public funds. The arrangement is being used extensively in the security program as, for example, the use of voluntary homes for the aged and handicapped, voluntary child placement agencies, voluntary nursing homes, and a large number of others. As public responsibility for social welfare expands, the government looks more and more to already established private organizations to assist in the execution of plans.

With family financial need covered by social insurance and public assistance, the necessity for private agencies to give financial aid (unless commissioned to dispense public funds) will all but disappear except in acute emergencies. The effects of this realization upon the function of private agencies is becoming visible. In 1946, for example, when the present security program was still in the form of government White Papers and legislative bills, the Charity Organization Society, founded in 1869, was reorganized as the British Family Welfare Association. The change of name indicates the change of function from "organizing charity" and relief-giving to that of personal adjustment and relationships.

A similar trend is evident in another way in the network of 600 Citizens Advice Bureaus strung throughout the country since 1939 under the stimulus and guidance of the National Council of Social Service. More and more, initial requests for simple information are becoming pleas for advice and counsel on family and domestic problems and the voluntary agencies are rising to the need. The impetus on casework services, together with stimulus to professional training, will be truly significant.

The recent widespread growth, almost entirely through voluntary initiative, of village halls and community centers even in rural areas, the neighborhood groups and various clubs, and the splendid development and achievements of the National Council of Social Service in the last couple of decades are group work and community organization illustrations of a similar order.

Reference has already been made to the financing in whole or in part of private agencies through government payments or subsidies. This will undoubtedly continue and expand. There are other indicated changes in the methods of financing private social work. The basis of appeals to private charity will inevitably be affected by the shift of emphasis of most private agencies partially or totally dependent on contributions. New sources of appeals also are possible and necessary,

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such as the former contributors to the voluntary hospitals, now supported entirely by public funds and the necessity to develop a wider response among small donors as former large benefactors are compelled to restrict their donations because of increasingly progressive taxation. In their financial reorientation, private agencies are more and more banding together into counterparts of our community chest appeals. Past barriers to this sort of cooperation may disappear in the common financial plight in which private agencies may find themselves.

No simple answer can be given the question of how the new social security program will affect British life. For security from want for themselves and their children, the British people are paying the cost of increased general taxation, sizable deductions from earnings and submission to increased government controls and regulations. They also will be affected by the changes that this program, intentionally and unintentionally, will bring about in their lives as family members, as participants in labor and professional associations, and as individual citizens in relation to governmental and private institutions. It remains to be seen whether present British enthusiasm for their new security will withstand the multitudinous consequences, both good and bad, which it will bring in its wake. Of one thing, however, we can be sure. With the well-known British patience and sober good sense in not expecting immediate and dramatic results, the new scheme will be given a fair and thorough trial.

Social Workers Pension Benefits—A Reality

HENRY BRUERE

Chairman of the Board
National Health and Welfare Retirement Association, Inc.

October 1, 1948, was a landmark in the history of social work, for on that day about 350 workers became eligible to pension benefits under the National Health and Welfare Retirement Plan. This association, set up three years ago, should in the course of time become a stabilizing influence in the field of health and welfare. The plan will help to make social work a more attractive profession. Already its member organizations—now numbering over 2,000—report improved personnel relations as a result of it, and this is reflecting itself gradually in better service to the public.

Since the Retirement Association opened its office for business on October 1, 1945, more than 24,000 employes have made application for participation. These workers comprise the employes in more than 350 family and child welfare agencies, 200 visiting nurse associations, 100 hospitals, 250 community chests, 200 recreational centers, social settlements, and many other types of agency. Prior to the organization of the National Health and Welfare Retirement Association only a few private welfare organizations had pension plans.

In the first three years of operation employers and employes have jointly contributed more than $10,000,000 to the association covering past service benefits, future service benefits, and death benefits. In this time, 122 death claims in the amount of $247,000 have been paid to the beneficiaries of participants who died. Altogether more than $26,000,000 in death benefit protection is now in force covering the lives of the participants.

In the interest of safety and conservative management the benefits have all been reinsured with the John Hancock Mutual Life Insurance Company, thus spreading the risks with respect to investment and mortality rates, with a very much larger group. The reinsurance agreement with the John Hancock is on a participating basis and already dividends and credits exceeding $200,000 have been plowed back to increase the benefits for the participants.

The pension benefits payable by the Retirement Association are necessarily modest because of the short period during which the plan has been in operation. Past service benefits are being paid at the rate of 7/10 of one percent of the salary as of October 1, 1945, for service from age thirty-five to that date, with any Class A members. Thus a worker may receive credit for past service with several member organizations, but he must have been employed by one of them on that date. For workers whose pension benefits would amount to less than $40 per year or $10 per quarter, a lump sum payment will be made.

The National Health and Welfare Retirement Association Plan has always been thought of as supplementary to social security, which it is hoped will be available to social agencies in the near future. The combination of the two should ultimately provide very satisfactory benefits.

Two of the features of the National Health and Welfare Retirement Association are unusual. One is that a worker can, if he chooses, retain the rights to pension and death benefits growing out of both his own and his employer's contributions even if he should have to terminate his work. The other is that a worker may transfer his benefits without interruption from one member organization to another. Nearly 500 workers have taken advantage of these two provisions already.

A special tribute should be paid to the national organization of Community Chests and Councils, Inc., under the leadership of Ralph Blanchard, for helping to organize and finance the plan. The American Hospital Association also deserves special recognition for its sponsorship of the plan and financial assistance.

The association is organized under Section 200 of the New York State Insurance Law and is under the management of sixty non-paid trustees representing all parts of the country. These trustees are elected by the contributing member organizations at the annual meetings.

The officers of the Retirement Association are Gerard Swope, honorary chairman of the board; Milton H. Glover, president; Mrs. Charles S. Brown, John O. Stubbs, and William J. Flather, Jr., vice-presidents; Hobart McPherson, treasurer; John H. Hayes, assistant treasurer; Homer Wickenden, secretary; and Henry Bruere, chairman of the board.

The offices of the association are at 15 Maiden Lane, New York 7, N. Y.

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The Truth About Aptitude Tests

GORDON J. BARNETT

Staff Psychologist, Salvation Army Vocational Guidance Bureau, New York City

The story is told of how parents of long ago decided upon a career for their sons. Before a baby boy, within his reach, would be placed an apple, a Bible and a coin. If the baby reached for the apple he was supposed to become a farmer, if his choice happened to be the Bible he was literally preordained to become a clergyman, and banking was agreed to be his lot in life if he reached for the coin. One enterprising youngster is reported to have sat upon the Bible, eaten the apple and clutched the coin in his tiny fist!

Recently, however, there came to the writer's office the victim of a vicious method of vocational selection which had none of the charm of yesteryear's naive superstitions.

Paul had drifted about since his discharge from the army, dissatisfied with the odd jobs he held and unhappy at not finding the wonderful postwar world he had heard so much about.

After several months of this existence, he decided to take a big chance and try for a job in selling. He had no experience as a salesman beyond a part-time job as a soda jerk during his high school days, but his relatives and friends had often urged him to try selling as a career.

"Nothing ventured, nothing gained," Paul said to himself as he perused the want ads. And then suddenly there it was, the job he had been looking for. "Young man for selling position . . . no experience necessary. . . ." In almost the time it takes to tell it, Paul was at the employment office of the firm offering the position.

Aided by his natural charm, Paul talked so impressively to the employment interviewer that he was accepted for the job. However, as a prerequisite to his being placed on the pay roll he was asked to take a test designed to measure his aptitude for selling. When the test was filled out it was forwarded by mail to the offices of a concern which had contracted to test all applicants for employment at the company which was ready to hire Paul.

A few days later Paul was called before the employment interviewer, who informed him that from his score on the test of selling aptitude the testing concern had concluded that he would not make a successful salesman. Paul did not get the job.

Paul's case is not an isolated one. In many of our cities today unethical charlatans are influencing the lives of applicants for jobs without ever having seen them, charging exorbitant fees for a few psychological tests which could be obtained free in any of several agencies in most cities. Worst of all, this quackery is being represented to the public as vocational guidance.

But just what is vocational guidance? One hears much talk about it, but few persons can come up with a workable definition. Here is the one drawn up by the official body of vocational guidance workers, The National Vocational Guidance Association:

> Vocational guidance is the process of assisting the individual to choose an occupation, prepare for it, enter upon and progress in it. It is concerned primarily with helping individuals make decisions and choices involved in planning a future and building a career . . . decisions and choices necessary in effecting satisfactory vocational adjustment.

It is apparent from this definition that vocational guidance consists of much more than the administration of a few tests. Still, most people believe that aptitude testing is synonymous with vocational guidance.

During World War I, when it became necessary to classify millions of men in order to use their skills most effectively, intelligence testing was employed to a hitherto unprecedented extent. Thus exposed to intelligence tests, the doughboys spread the word when they were demobilized and soon the phrases "intelligence test" and "I.Q." were on every tongue.

Similarly, during the recent war, with intelligence testing long out of its infancy, aptitude testing received its share of publicity. Veterans from all branches of the service (especially the air forces) have returned to their homes with varying amounts of information about aptitude tests.

Eager to avail themselves of the benefits of the GI Bill of Rights but civilian life. Others have turned to up to facilitate their transition back to and government guidance centers set vantage of the services of community career, many of them have taken adfrequently uncertain as to choice of reputable private agencies and, unfortunately, a large number have fallen prey to the money-grabbers hitherto mentioned. In practically every case, however, counselors have reported that their clients *expected* the vocational counseling service to consist solely of tests or even one test. The writer himself has received scores of requests for *the* aptitude test, sometimes from persons who should have known better.

Since misconceptions about aptitude tests are so widespread, let us examine them more closely.

1. *First of all, aptitude tests are not intended to measure past or present achievement.* Counselors frequently make use of achievement tests (usually tests of school subjects) to learn how college study; we shall soon see why. directly are they tests of aptitude for school graduates for college. Only inhelpful in determining the fitness of school work; these tests are especially much a client has profited from his (usually specified) knowledge, skill, or ability to acquire with training some as symptomatic of an individual's dition or set of characteristics regarded chology" defines an aptitude as "a con-

Warren's "Dictionary of Psyfuture performance, not present. The this means that an aptitude refers to etc." Stated in less technical terms speak a language, to produce music, set of responses such as the ability to term *ability* is reserved for actual present performance.

For example, if a student shows great progress in machine shop, he may be said to show a certain amount of

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mechanical ability. He is already working with mechanical apparatus. If, however, he has never taken a course in machine shop nor had any experience with mechanical apparatus but still shows promise of being able to acquire mechanical knowledge and skill, then he is judged to possess mechanical aptitude. Similarly, a talented musician has already demonstrated his musical ability, while another person may never have played a musical instrument or sung outside of the shower in his life and still have a definite aptitude for music which might have led to his becoming a professional musician had his aptitude been discovered.

Incidentally, the term *talent* is reserved for a very high degree of aptitude. In other words, the talented individual is able to absorb a great amount of training provided that training is made available to him.

2. *Aptitude tests do not necessarily consist of a complicated set of apparatus.* Most aptitude tests consist of nothing more complicated than printed material—known as paper and pencil tests. There may be diagrams and pictures or not, depending upon the test. These diagrams and pictures involve parts of machinery, pulleys, cogs, and the like, designed to test a person's skill at mentally manipulating the parts shown—a skill considered symptomatic of mechanical aptitude.

However, some highly regarded mechanical aptitude tests are apparatus tests. One such test contains, among other things, such divers items as a bicycle bell, an electric light socket, a clothespin, and a pencil sharpener. The person taking the test is required to assemble these and other objects, the time taken for the task being considered as indicative of his degree of aptitude for such trades as auto-mechanic, machinist, and the like. Here the underlying theory is that the more a person has had to do with such rather simple mechanical gadgets by his own choice, the more native aptitude for more complicated mechanical tasks he possesses. If, however, the testee is shown how to assemble the objects and then timed in his assembly, then *manual* ability or ability to use the hands skillfully is the crucial issue, for there is no implication that the person being tested has figured out the correct method of assembly and that he has thereby given any clue to his mechanical aptitude.

Tests involving the placing of blocks in special compartments or pins in regularly spaced holes on a board are measures of manual ability or dexterity, but may also be interpreted as indicative of aptitude for such activities as packing fruit in crates, sorting, making paper boxes or assembling electrical apparatus.

3. *Aptitude is not synonymous with interest.* While the two often go hand in hand as might be expected, still every counselor knows of all-too-many clients who show every sign of intense interest in an occupation but, unfortunately, have little or no aptitude for it. Who does not know of at least one would-be opera singer in his home town who certainly has a healthy interest in music but who shows pathetically little musical aptitude or ability? Every guidance laboratory contains records of clients who were greatly interested in medicine, law, teaching, or the clergy, but who gave scant promise of ever attaining a reasonable amount of success in these fields.

This does not mean, of course, that interests are not of vital importance in the process of vocational counseling. Years of research have been devoted to the subject, for of what use is aptitude for an occupation if it is not combined with interest?

One of the most widely used interest tests asks the person being interviewed to indicate his attitude toward a series of activities, school subjects, occupations, magazines, peculiarities of people, and so on. The same test has been presented to thousands of people engaged in different occupations; by using complicated statistical techniques the author has made it possible for the counselor to ascertain the degree of correspondence between the ways in which a subject has responded to the items and the ways in which, say, accountants responded. This correspondence may be expressed as a number or letter, thus enabling the counselor to tell the client that his interests, his particular likes and dislikes as measured by this interest blank, correspond very closely—an "A" rating—with those of bankers, for example, but that there is very little correspondence between his responses and those of carpenters.

The client may thus learn how his responses compare with those of persons engaged in more than thirty occupations. It is assumed that he will find most satisfying those occupations whose members' likes and dislikes are most like his own.

Another interest test asks the subject to indicate his first and third choices of a series of activities divided into groups of three. (As there are three items in each group, there is no need to indicate second choice since it is obviously the one of the three not indicated by the subject.) The final results are presented in profile form, showing relative strength of interest as measured by the test in nine different occupational areas.

Regardless of the type of interest test or combination of tests used, the counselor will make it clear to the client that much more than just a strong interest in an occupation is involved in deciding upon a career.

4. *Aptitude tests are not intelligence tests.* While few psychologists are in exact agreement as to just what intelligence really is, still it is generally agreed that what has traditionally been measured by intelligence tests is largely verbal, dealing with words and abstract reasoning. Although intelligence, like aptitude, is intricately concerned with learning ability, there is this difference; aptitude refers to specific activities, such as learning to speak French or to put a complicated motor together so that it will run.

Originally, intelligence was thought to be broad and general, involving one's ability to adapt his thinking to new situations. However, it was asserted by some psychologists that not only do we possess this general intelligence, but we also have specific "intelligences" for different activities, these similar to our idea of aptitudes but covering more territory.

The latest view of intelligence is that it is made up of many different factors, several of which have been isolated by a statistical method known as *factor analysis.* Some modern intelligence tests have been designed to measure these factors separately.

When a counselor requests an intelligence test for a client, he is usually interested in learning whether the client may be expected to succed in his school work. Or perhaps he wishes to know if the client has a level of intelligence about like those of the people in the occupation he hopes to enter. Sometimes this level of intelligence is expressed as an I.Q. (Intelligence Quotient), but the trend is now toward stating a person's intelligence in terms of how he stands in a group of one hundred people, his *percentile rank.*

5. *Aptitude tests are not personality tests.* The latter, of which there are many types, are designed to investigate a person's emotional adjustment to his environment. A personality test may

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consist of a series of statements relating to habits and attitudes to be checked by the client, or possibly it is of the so-called *projective* type, made up of pictures or of ink blots, concerning which the client is requested to invent a story or to reveal what he sees. Or perhaps the client is asked to respond to words spoken by the examiner with the first word that comes into his mind. At any rate, the subject under investigation by tests of personality in the client's way of responding to and interacting with his surroundings, notably the people with whom he comes in contact.

From the foregoing description of what aptitude tests can and cannot do, it should be apparent that many things besides aptitudes are taken into consideration in the vocational counseling process. When you go to a doctor for a checkup you don't expect him to make a comprehensive diagnosis concerning your physical health on the basis of a brief look at your tongue. A thorough-going medical examination requires the use of X-ray pictures, laboratory reports, personal observation by the physician and, if possible, a report on the patient's past life. Only when all possible information has been gathered does the doctor begin to make decisions regarding the patient's present and future health.

How vitally important it is, then, that the vocational counselor secure all possible information about the client with whom he is to chart occupational plans upon which his entire future, health included, will be based!

It is because of the enormous weight of decisions made by the client upon the counselor's suggestions during the vocational counseling process—and the reader can now see that it is a process and not just a desultory act—that every scrap of information which has a bearing on the client and on the world at work is used. The client's family background, his social position and the occupations of his close relatives, his medical history, his educational training, important events in his life, jobs he has held and his attitudes toward them, reports on his behavior gathered from friends and relatives, his feelings about other people, his reasons for seeking vocational guidance—these are just a few of the pertinent data investigated by the vocational counselor. Small wonder that reputable vocational psychologists and counselors bewail the formulation of comprehensive vocational plans based on a few tests.

Minimum Standards

The following list of *minimum standards for vocational guidance services* was drawn up by a committee of the National Vocational Guidance Association and approved by the delegate assembly of the association in March, 1947:

An agency, organization or individual that provides guidance service should meet the following minimum requirements:

***Recognition.* The agency (organization or individual) should be recognized by suitable educational institutions such as approved colleges and universities or by state and local supervisors of guidance, and be endorsed by professional organizations such as the National Vocational Guidance Association and the American Psychological Association.**

***Personnel.* The staff should consist of competent and properly qualified people. Supervisors and those who work without close and direct supervision should possess the qualifications of professional members of the National Vocational Guidance Association.**

***Procedures.* The agency should adhere to the standards set forth in the statement, "Principles of Educational and Vocational Guidance," obtainable from the national headquarters of the National Vocational Guidance Association [82 Beaver Street, New York 5]. Among the methods which are specifically disapproved as vocational guidance procedures are: astrology (basing predictions on stars and planets and their movements), handwriting analysis, numerology (use of date of birth, etc., for predictions), palmistry ("reading" the hand), phrenology (the study of bumps on a person's head), and physiognomy (the making of assertions and predictions on the basis of one's physical appearance), the practice of vocational guidance entirely or mainly by correspondence, the routine practice of counseling in one interview, and the giving of vocational advice entirely on the basis of tests.**

***Advertising.* The agency should limit its publicity to dignified announcements and descriptions of its services, adhering to professional rather than to commercial standards. It should not indulge in self-praise or promise good results, either directly or by implication. It should not advertise in newspapers, magazines, or on the radio, and should not put more than a plain listing in telephone directories. The offer of free or low-cost aptitude tests as a method of sales promotion is discouraged.**

***Fees.* Fees, if any are charged, should be reasonable in relation to service rendered. An approved agency does not pay fees to others for recommending clients to it, does not accept fees for recommending clients to a school or another agency, and does not require a client to pay a fee for guidance in order to qualify for ostensibly free job-placement service.**

When the counselor and his client have arrived at a point at which it is apparent that the objective comparison of the client's performance on any or all of the previously mentioned categories of psychological tests is needed, then and only then does the counselor recommend testing. In this manner testing is utilized as an invaluable tool of counseling but is not made the *sine qua non*. In some cases there may be no administration of tests at all, if all necessary information can be obtained without it. When testing is indicated, the results are integrated with other information about the client, and this is in turn interpreted in the light of all possible information concerning the occupational world.

This latter, the giving of occupational information, is what makes the distinction between vocational psychologists or vocational counselors and specialists in any of the other areas of psychology. It requires the services of a specialist in vocational guidance to relate knowledge of the individual to knowledge of occupations. Neither is of value in the absence of the other. Vocational guidance as practiced today is a scientific, exacting young science. (Its formal beginning dates from a report made by Frank Parsons as director of the Vocation Bureau in Boston in 1908.) It draws heavily upon the subject matter of sociology, physiology, psychology in general, economics, mathematics, and industrial engineering. The competent vocational counselor is at least fairly well acquainted with all of these fields.

With this knowledge the applicant for vocational counseling may report to the counselor better prepared for the give and take of the counseling process. One's occupational life forms too large a part of his total existence to warrant the making of snap decisions based on inadequate information.

One would think that our hard-headed businessmen would be among the last to be mulcted by phony "vocational experts" who promise to provide scientific screening of applicants for employment through the mails, but each year more and more of these outfits come in for the kill. An awareness that accurate selection of employes is not a nickel-in-the-slot procedure will help to make certain that fewer cases like Paul's come to the attention of our vocational guidance bureaus.

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Apples Plus Oranges Equal —?

CHARLES J. BIRT

Executive Director, Community Chest and Council, Inc., St. Paul, Minnesota

It is our failure to recognize the limitations, inherent in the structure of the orthodox council of social agencies, that has been the cause of so much community disorganization in our time. We expect and anticipate many things of our councils which in the first instance we have never given them the power to do.

It stands to reason that unless the individual agency gives its delegate the power to commit the agency to the decisions of the council, the delegate body cannot be more than a conferring, consulting, and advisory agency in the community pattern of health and welfare service. As long as the legal principle stands that an agent has only the power his principal assigns to him, a delegate body is going to be circumscribed.

Councils cannot make much progress beyond their present usefulness until some of these limitations are realistically faced by the parent bodies of the delegates to the councils and steps taken to remove them. The parent bodies who approve the corporate articles of chests and councils must be willing to share some of their autonomy in matters which affect their interests and to give permission to their delegates to make independent decisions arising within their field of operation and in which they have special competence.

Over the years we have been inclined to place the blame for the ineffectiveness of councils on one or more reasons. The most obvious one is that councils fail because they are chest dominated. This implies that this body "chest" is sort of a sinister thing always on the lookout to sidetrack any forward-looking program that might impair its money-raising efforts. It is a good old American custom to have a "whipping boy," and the chest has served some agency-minded, rather than community-minded, persons in good stead in this regard. Nevertheless, the chest errs when its staff, cloaked with authority of expertness (especially where it is based only on its money-raising ability) influences the financing and program of its agencies without giving full opportunity to the interested agencies to participate in the decisions reached.

Undesirable Fruit

There is an accepted saying in research that you cannot add apples and oranges together and get pears, but we do add them and get other undesirable fruit. It is something of the latter we have been doing for far too long a time in councils. Since a council includes tax supported agencies and private agencies, the former deriving its "power, structure, and purpose through legislative enactment," and the latter with the power to "determine their own purposes, and define their area of service," the task of bringing about a meeting of the minds upon any project starts under handicaps. It seems nearly insurmountable if agency antagonisms are confronted in addition to legislative and administrative barriers. Similar difficulties may arise when projects concern the local community agencies and national agencies.

Potentially, delegate-based councils have a greater role than that of a debating society or an escape valve to air local needs and problems. But we must convince the parent bodies of delegates to place upon the councils a greater responsibility for community planning and accord recognition to the right of the councils to act as a separate entity in certain areas of community organization. When this is done, councils will have taken a long step forward in serving as forceful instruments in community health and welfare planning.

The areas in which a large measure of responsibility should be delegated are social planning, social action, research, and budgeting. As long ago as 1930 some of us discussed the possibilities of a council with such a franchise. We envisioned a community council or a community service authority, created by legislative enactment, representative of all the elements in the community, such representatives having the power to act as an entity with the understanding that such acts would not bind the parent organizations. This council to be responsible for the common services required by the community in research, budgeting, planning and in money raising for private health and welfare services. It would have mandatory power to review budgets and programs and make recommendations to authoritative bodies in charge of public welfare services. Its budgeting practices would differ from the usual chest budgetary practices in that private agencies requiring funds would appear before its budget committee and state their needs in terms of cost per individual or per family served. Subsidized or deficit budgeting would be eliminated. A start toward this end has been made in some cities where hospital cases and campership funds are today paid out of a common fund secured through community chest contributions.

The council, through its money raising committee, would seek to raise a budget commensurate with these individual cases of need and pay the money to the agency on a cost of service basis.

In other words, community funds would be sought for community needs and determined by a community council. The council would ask money for children's cases, camperships, hospital cases, boys' and girls' work, and so on. In this manner, the community would be brought face to face with over-all social needs and become acquainted with methods of meeting them through purchase of the services of individual agencies. This approach of asking a community to provide funds to purchase so much service from these agencies may be a means of eliminating the fear of a "saturation point" in community giving and of hastening the public understanding of its social responsibilities.

As such a council is a long way off, it is practical to consider the less visionary councils with which we have to

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work today. There are three fundamental principles inherent in any sound structure or organization, whether it is General Motors Corporation or a one-person social agency. These principles are (a) a definite concept of the job to be done; (b) responsibility compatible with the authority given; (c) line of responsibility clearly established.

Essential Elements

The following therefore are the essential elements of a council which can provide the maximum benefits to the community:

1. *Balance of Leadership*—or equal representation between groups: between lay and professional leadership, between chest and non-chest leadership, and between private agency and tax-supported leadership.

2. *Total Community Budgeting*—councils must move forward in their processes of budgeting by developing means to review the total welfare dollar spent, despite the legal complications of public appropriating-bodies.

3. *Total Community Research*—councils must establish more comprehensive fact finding and research plans, and results of such research should not be filed away until the stock market goes into a "tailspin" or until a new executive takes over. Administrative research which concerns only one agency is not enough. We must study trends in all fields and their impact upon outmoded agency services and, more important, we must develop evaluative or pure research to determine the effectiveness of program in the lives of people.

4. *Total Community Interpretation*—interpretation still rests on the false premise in many councils that only private agencies supported by chests need year-round interpretation. This deficiency can be corrected by more assertiveness upon the part of the public agency executive based on a better understanding of its importance.

5. *Total Community Personnel*—the council must have as staff, individuals with the broadest social sense. Council executives, being human, reflect their conditioning and training and, as most of them to date have come out of the private field, they reveal shortcomings which make cooperation with public administrators difficult. The younger personnel coming along since 1940 do not reveal these deficiencies. It augurs well for the council's effectiveness in the years ahead.

Functional Bodies

The really important delegate bodies, in my thinking, are the functional or divisional councils. They are the "grass roots" of community social program. It is on these functional bodies that attention must be focused. They must have, to be effective, the elements listed under section Balance of Leadership and, also, they must be integrated under the remaining points of Budgeting, Research, Interpretation, and Personnel. They should have the right to draft their own statement of purposes, and outline their own representative structure and operational procedure within the over-all framework of the corporate structure of the over-all body. The councils should further have the right to express themselves as separate and independent entities in defined areas of program and such expressions should be issued in the name of the council on its own letterhead and should not bind any other body.

The defined areas of program which should be set forth in the corporate articles of the chest and councils and which outlines the councils' spheres of activity and responsibility are:

(a) Independent
(b) Interdependent
(c) Dependent

(a) Functional councils should be independent in matters of social action, social legislation, public questions, and interpretation on subject matter arising in their respective fields. The council should be free to express itself on these points and such expression should be accepted as binding only on the council as a separate and independent entity.

(b) Functional councils should be interdependent on matters of program planning, coordination of programs, and research projects. That is, the council should advise the planning and research council of the corporate body as to its views on such matters, but should not state these views publicly unless such views had been approved by the parent bodies of the delegates.

(c) Functional councils must be dependent in matters related to the financing of member agencies of the community chests. That is, councils should advise the budget committee of the chest on agency expenditures, but final determination on such matters must rest with the board of the agency involved and the budget committee.

It is admitted that this proposal, while it gives delegate bodies vitality, has many kinks in it. The legal principles involved are questionable. Former Secretary of State Byrnes says in his book "Speaking Frankly" that "the nearest thing to immortality is a public agency" (which also might apply to some private agencies). It is possible that "immortality" may shift rapidly to "mortality" for some of our basic community *problems* when and if councils are given a degree of autonomy of their own within our community pattern of health and welfare services.

» The common responsibility of all Americans is to become effective, helpful participants in a way of life that blends and harmonizes the fiercely competitive demands of the individual and of society. The individual must be free, able to develop to the utmost of his ability, employing all opportunities that confront him for his own and his family's welfare; otherwise he is merely a cog in a machine. The society must be stable, assured against violent upheaval and revolution; otherwise it is nothing but a temporary truce with chaos. But freedom for the individual must never degenerate into the brutish struggle for survival that we call barbarism. Neither must the stability of society ever degenerate into the enchained servitude of the masses that we call statism.—GENERAL DWIGHT D. EISENHOWER, *in his inaugural address as president of Columbia University.*

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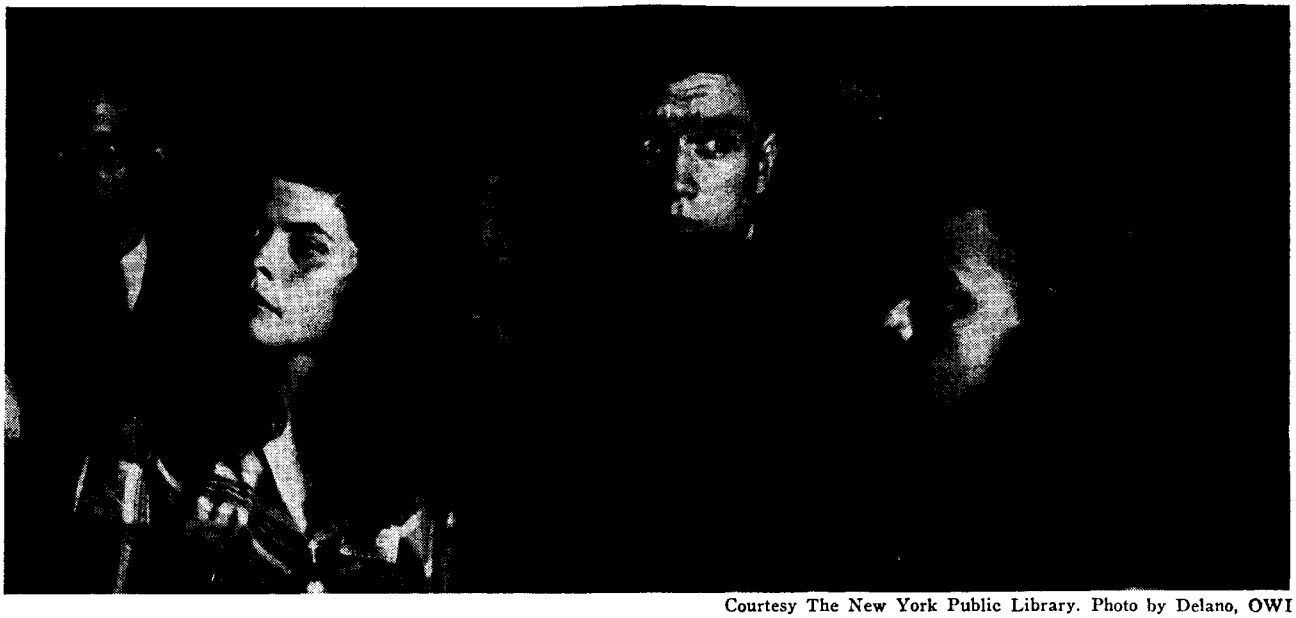

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Youth takes seriously genuine opportunity for democratic community experience

The Youth Council: A Challenge

MORRIS L. EISENSTEIN

"Toward youth organizations our attitude has frequently been one of condescension . . ." declared G. Howland Shaw, in an address to the New York Youth Conference in 1945. "We have, of course, been agreeable and more than agreeable to youth's entering organizations which we adults have established for them. . . . But when it comes to organizations of youth, by youth and for youth, that we say is a different matter, and we begin to have qualms."

In this statement Mr. Shaw puts his finger on a problem familiar to those who work with youth, especially those who have been interested in promoting the organization of youth councils. When youth councils have been adult-sponsored and controlled the majority of youth have stayed away. Where adult control has been eliminated, councils often have died for lack of support from the adult community.

Our young people grow up in an adult-controlled environment whose values and standards they are expected to accept. Not only are their suggestions not solicited, but their ideas are often rejected as immature and impractical. Consequently, many young people move into active rebellion against what they consider adult ideas, values, and institutions. Some of those who do not rebel remain isolated from the adult community. Thus they are deprived of an arena in which to exercise their developing sense of society—of living, playing, and working with others. They lack that very opportunity for continuing democratic experience which insures the future of a democratic society. Realization of the havoc created by youth's lack of democratic experience in community living has motivated creation of many expensive projects for delinquent youth. Provision of opportunity for democratic experience in the first place would indeed be more desirable and less costly in both monetary and human values.

Youth councils, especially in urban areas, can be a source of democratic community experience for young people. The successful organization of such councils, however, depends first on the degree to which control of the organization can be guaranteed youth; second, on the use of informal discussion to uncover areas of agreement; and third, democratic acceptance of all groups which can agree on a minimum program. These conclusions are formulated on the basis of a project in organization of a youth council in a large urban area of many neighborhoods. The project, sponsored and supervised by the Welfare Council of New York City, was carried out in 1947-48.

What Is a Youth Council?

A youth council is a voluntary association of youth clubs and youth organizations, whether supervised or unsupervised, whose members are approximately between the ages of 14 and 30. Separate programming is generally arranged for teen-agers, 14-18, and for young adults, 19-30. The purpose of the council is to initiate and plan joint activities around youth's needs. It is nonsectarian and nonpolitical in character, its membership open to all youth groups except political parties. It does not discriminate against any group because of the social, economic or political beliefs of its members or their race, religion, or color. It is organized by youth, of youth, for youth, with adults standing by for consultation.

It is possible for the youth council to serve many constructive purposes in the community. A council that is really established and controlled by youth can help create an atmosphere in which young people can feel that they belong and are wanted. Such an at-

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mosphere is particularly attractive to "unaffiliated" youth—those who are organized into their own private social and athletic clubs, meeting in homes, store fronts, basements, or just "hanging around" on street corners. "Whatever one might say about them," writes William F. Whyte in "Street Corner Society," "they were the people. In their own age group, they constituted the overwhelming majority. . . ."

Because it is an instrument for continuing contacts between community people, and a means for obtaining intergroup experiences, the youth council can help lower barriers between groups in the community and lay the basis for destroying harmful stereotypes. During a meeting held in one community to discuss support for a youth council, unsubstantiated rumors of a Catholic-Jewish incident in the neighborhood came out quite by accident, and because both the priest and rabbi, adult advisers in the community, were present, the facts came out. What could have developed into an unpleasant situation with communitywide repercussions was averted.

Finally, and most important, a youth council can serve as a workshop for training our future community leadership. Within the council which includes young people of conflicting backgrounds, goals, beliefs, and motives, there is the chance to work at a solution of such conflicts. Under their own steam and with their own ideas, youth can work together in a training field which is more nearly comparable to the larger community with its many conflicting interests that they will face in a few years. In our work, we came across these conflicting ideas, some so sharp that in the beginning there was refusal to cooperate. Yet once the joint responsibility for a community situation was recognized, there was willingness to make concessions in formulating a program in which all could function.

A Guarantee to Youth

The first problem in launching a youth council movement in the community was to guarantee to youth the responsibility for organizing the council and for formulating and carrying out the program; to insure that adults would be willing to function solely as advisers, standing by for consultation, with the final decision resting with youth.

Here we faced two difficulties: first, community acceptance and support of the project depended on adult agreement, particularly agreement of those adult leaders through whom we would reach organized, affiliated youth; second, the unaffiliated youth, those connected with no organized center or movement, were particularly chary of any hint of adult control. Thus we concluded that gaining adult support for a youth-controlled council was essential to the first stage of organization.

This was not easy to achieve. Adults were jealous of their control over young people and suspicious of any challenge to it. The executive of one agency put it this way: "I'm not turning my young people over to anyone. I have been working with them for two years. When I came here there was nothing. I figure we need another year to establish our grip over our young people." On the other hand, a young girl who represented a neighborhood girls club told us, "If you really mean to let us run the show, we're with you." Thus, although establishing youth councils was our objective, it was necessary for months to handle essentially adult problems, recognizing and attempting to resolve the suspicions, tensions, and differences which we met within adult groups.

Mr. Eisenstein, currently employed as neighborhood organization secretary for the Urban League of Greater New York, here discusses the early stages of youth council organization on the basis of a special project sponsored by the Welfare Council of New York City.

Next month, *Survey Midmonthly* brings you a discussion of youth council program and objectives based on the two years experience of the San Francisco Youth Association. Thomas A. Rowe, executive director of the association, will do the honors.

No decision to organize a youth council in any community was made until representatives of that community's religious, veterans, social, civic, and other groups considered the proposal and approved it.

Many of the adults who agreed that the council should be youth-controlled, were not completely convinced that the idea would work, but were willing to try. Although they accepted the idea in principle, they had reservations about youth's readiness and preparation for the job. There was, of course, no guarantee that adults would not attempt to dominate the young people. The only assurance that progress could be made in this area was the constant return of emphasis to the agreed-upon objectives.

The results were better in some neighborhoods than in others. In two of these, youth and adults achieved a good working relationship. The achievement did not come without hard testing. In one neighborhood, the adults suggested that a draft constitution should not be drawn up before a conference of youth groups was held. They were overruled by the young people. In another neighborhood, one of the adults attempted to override the young people in their choice of areas for programming, insisting that it was appropriate for the council to deal only with problems of recreation. The young people objected to his attempt to limit them. Other adult advisers reminded their colleague of his function and thereafter served to hold him in check. This reassured the young people that the adults intended to keep their word, and freed them to make more rapid progress in constructive work together.

In five of the neighborhoods where adults acted only as consultants, there was some representation from unaffiliated youth—social and athletic clubs, girls' clubs, and so on—almost from our first contact with the young people. In each of these neighborhoods, these young people showed particularly great interest and enthusiasm for the council program once they saw that adults limited themselves to the advisory capacity.

When they gained the respect of the young people, adults were very helpful, especially in recalling the basic principles to which the young people themselves had subscribed. A situation arose in one group when a representative of one veterans group refused to participate in a council offering membership to another veterans group. One of the adults was able to help lay the basis for both groups working together, by getting the two representatives to hold their sharp differences in abeyance during the discussions of possible program for the council. When agreement on instituting a campaign for more adequate recreational facilities for the neighborhood was reached, it had been demonstrated to both representatives that there were areas in which they could work together.

Areas of Agreement

It is difficult for diverse groups, tense with distrust, and poles apart in philosophy, to work together to formulate program. But if differences can be held

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in abeyance, a minimum program can be worked out. This does not mean that the differences must be reconciled, but that young people can learn to work together despite differences. In the early stages of development of a youth council, when suspicions and differences generate heated emotional responses, emphasis should be placed on uncovering areas of agreement.

In the process of uncovering these areas of agreement, we found the principle of informal discussion more valuable than adherence to rigid parliamentary majorities. Free, informal discussion, with each group conceding somewhere for the good of the whole, opened up a minimum area of agreement, which was then formalized by a parliamentary vote. We found this the only basis on which differing groups could be kept together. The use of parliamentary majorities in the early stages of organization only served to emphasize differences, with basic agreements lost in the shuffle.

The first meeting of young people in one neighborhood resembled an armed camp. Representatives were present from various veterans groups, several social clubs, a local forum, religious groups, a Negro group, several settlement houses. Several adult advisers were present. A controversy over the inclusion of two of the groups broke out immediately. One representative threatened to withdraw from the council if these groups were included. Others insisted both remain since the basic agreement was that there should be no discrimination against any group. Although at this meeting the objecting representative was not able to agree to work with all groups, he did state that there were possible areas of agreement. It was decided that the next step was to begin searching for these areas of agreement.

At the following meeting the same representative again raised the same problem, declaring it was impossible for him to work with the two groups to which he objected. Others explained that outside the council each group was free to pursue its own program, but within the council, all groups cooperated on those things they agreed could benefit the community. In the midst of his tirade, the objector broke off suddenly, exclaiming, "I guess I'm throwing a monkey wrench into the works. We're looking for things we can agree on." From that point on the group began to function more smoothly and the question of excluding any representative was not raised again. At the end of several months, these young people were able to work together on a preliminary draft of a constitution for the council.

In planning for program in another neighborhood, there was controversy among the young people of the council on whether to limit program to local issues, or to include national and international issues as well. It was finally agreed that the only limitation placed on the council activities, would be that all groups must agree upon each activity undertaken. They then chose recreation in their own community as a first focus for attention, since this was an item which met that qualification.

The use of informal discussion served a good purpose also in a meeting of adult leaders called to discuss possible organization of a council in their neighborhood. Differences in religion had so divided this community that it had become unbearable to the young people and they themselves had initiated an interfaith movement. One section of the community, motivated by these religious differences, was split three ways over the question of support for a youth council—some violently opposed, others enthusiastically supporting, and still others undecided. Every organization in the community was represented at the meeting—for the first time in the history of the neighborhood, it was said. Opposition to the council was determined and aggressive and talk was frank. After several hours of free, informal discussion, this group was able to agree to support organization of the council, though they could not bring themselves to initiate calling the first meeting. That it had been a constructive experience for them was evidenced by their suggesting future meetings of a similar nature to discuss other neighborhood problems.

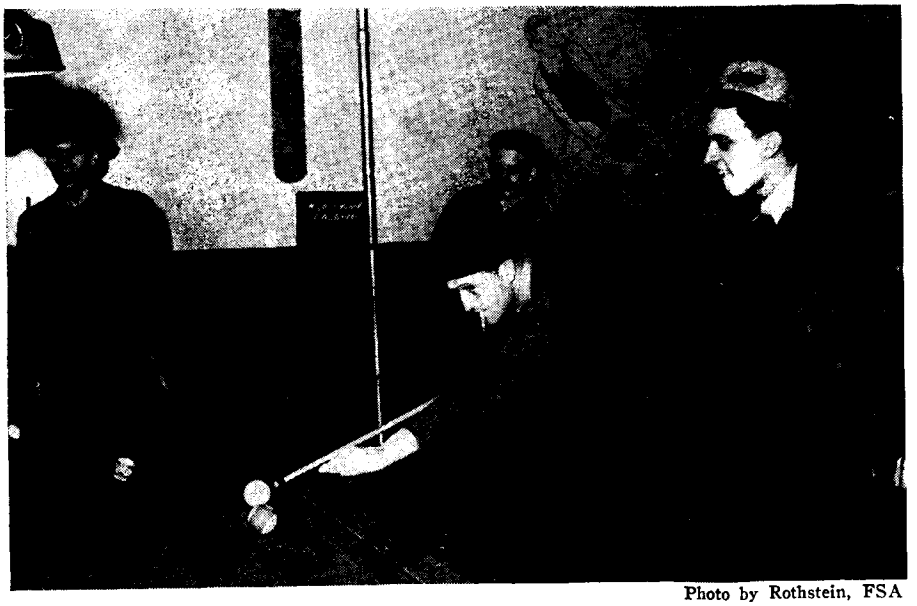

Photo by Rothstein, FSA

Unaffiliated youth: ". . . they constituted the . . . majority"

It may be felt that this method is essentially undemocratic since a small minority may prevent a majority from acting on a given issue or problem. Actually however, each group is free to act on any part of its own program, so long as it does not identify the council with its action. And on the other hand, an attempt to commit the minority to policies it might violently oppose, would no doubt lead to its resignation from the council. This would mean frustrating the basic objective of bringing together all the different groups in the community for interchange of ideas and experience.

The use of this method means that in the early stages of organization, the program is of necessity a limited one. But at this point the important thing is bringing the youth together where they will have an opportunity to talk with one another. As they work together and learn mutual respect, the areas of agreement will enlarge and program can then broaden out.

Democratic Inclusion

Finally, as has been implied throughout this discussion, one of the principles on which we worked during this project —and one which brought us our gravest difficulties—was the democratic inclusion of all groups that could agree on a minimum program. As mentioned elsewhere, we proceeded on the basis that council membership should be open

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to all youth groups except political parties. This principle came into a head-on conflict with a pattern of near-hysteria, probably no more characteristic of this community than of many other American communities in these times.

The recurring thread of this pattern was fear—fear of Catholics, fear of Communists, fear of Negroes, fear of Jews. And though we found most people agreeing superficially to the principle of democratic inclusion, it did not take much to bring out their mental reservations.

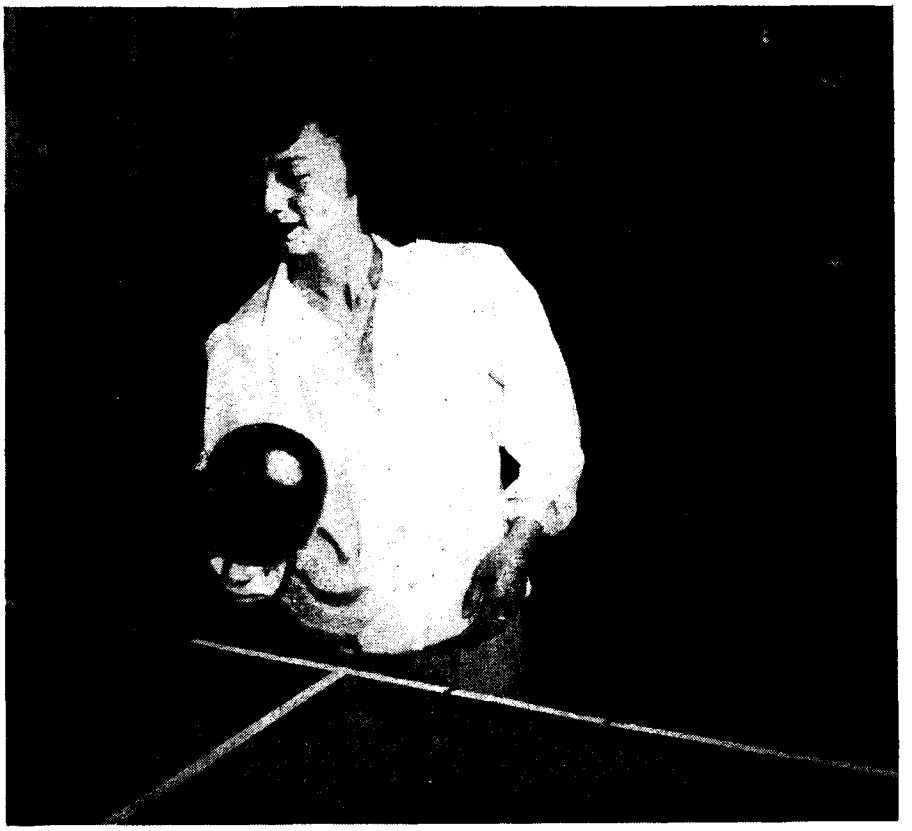
In one neighborhood, the executive of a religious agency finally agreed to cooperate with the group organizing the council only in order to prove that members of another religious group "could not be trusted."

An agency whose membership comprised practically the only organized white youth in a predominantly Negro community, refused to participate in the youth council. Thus the council could represent only Negro youth in that community. There were a number of similar instances which showed clearly the disunity which is created by distrust and hatred bred of fear and misunderstanding.

The most formidable of obstacles to the attempt to build a unified group of young people was the fear of communism. Where this question did not arise naturally, it was often injected artificially. It presented a particularly difficult problem since the very word "communism" seemed to dissipate all objectivity in evaluating the merits of a discussion.

Believing that there is ample demonstration in the American scene that persecution and exclusion of any one political, religious, or racial group immediately threatens many other groups, we felt that it was important for us to insist on the principle of democratic inclusion in the interests of ultimate community unity, even though the immediate repercussions were decidedly those of disunity. Specifically, it seemed clear to us that if organizations which were qualified for council membership and which had members who were Communists, were excluded from participation, it would open the way for exclusion of groups whose membership included liberals, progressives, Jews, Catholics, or Negroes, depending on which way the tides of hysteria might shift as time went on.

As we tackled these pervasive fears, attempting to separate fact from fantasy, we found that one person even was suspicious of the local council of social agencies. "We've got to be careful," said this community leader to a professional worker. "We're investigating the agency to see whether it's a Communist front." The remark came from the representative of a group which had already agreed upon the objective of a youth council and which knew well both the council of social agencies and the individuals comprising its member agencies.



Real democratic inclusion cannot be coupled with mental reservations

As we have implied in the description of the use of informal discussion as a method, it was possible to hold sharp differences in abeyance in some instances long enough for these young people to learn that they could find minimum areas of agreement which would lead to constructive programming. In other instances, this was not possible.

A significant remark came during a discussion on the inclusion of a youth organization, some of whose members are Communists, from a clergyman who had originally been bitterly opposed to inclusion of the group. After having been part of a series of discussions, he finally concluded: "Too much is being made of the question of this organization. Where there are three or four of their groups functioning locally, there are thirty or forty other youth groups, if not more. I don't believe I or anyone else should be fearful of them. In a democratically functioning youth council they should exert influence proportionate to their representation and I have confidence in the young people whom I know to handle themselves in any situation."

When groups remained apart because of any old suspicion, new hysteria or nameless fear, no progress was made in organization of the youth council. But when diverse groups were able to take the hurdle of meeting around the table to discuss common problems, fear and suspicion tended to fade into the background.

FROM MY EXPERIENCE WITH THIS youth council project, there were sufficient indications that we were on the right track in stressing youth control, informal discussion, and democratic acceptance of all groups who could agree on a minimum program. The community teamwork of youth and adults, of all groups in the neighborhood, works when given a chance. The challenge is there. It depends upon the ability and willingness of adults to share their world with the young people who must inherit it soon. Social workers can help furnish the leadership necessary in the sharing of experiences and responsibilities.

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EPITOMES

JOURNAL OF
Social Casework
Formerly THE FAMILY

The Caseworker as Therapist

Dr. Irene M. Josselyn

Social casework in the last twenty-five years has undergone a rapid evolutionary period of growth, developing from a role of often sanctimonious, frequently domineering benignity, to that of therapy. The rapidity in the transition has resulted in considerable confusion in the relationships between the social agency and the public, the agency and its lay board members, and even among the workers themselves. To clarify some of this confusion, attempts have been made to subdivide casework into various categories. One classification might divide treatment into "environmental therapy," "relationship therapy," and "interpretative therapy."

Historically, environmental therapy was the first area in which the caseworker assumed the role of therapist. With the recognition of the impact of the environment upon the individual, it became apparent that if the environment were modified, the individual's patterns of behavior might be modified. Because this type of therapy has been considered a menial part of casework, agencies have too often tended to place their least skilled workers in it. Handled properly, therapy of this type will bring new credit to casework because of the unique contribution the specialty can offer in this area.

Relationship therapy is difficult to define, since it is a part of any successful treatment program. The therapist serves primarily as the source of security for the patient as the latter tries to establish a more satisfactory rapport between the various aspects of the internal and external pressures to which he is exposed.

Inside or interpretative therapy is apparently the *pièce de résistance* of casework at the present time. To do successful therapy, in whatever category, the worker needs to understand the dynamics of the problems involved. If the problems can best be handled through the client's having an understanding of those dynamics, either the caseworker interprets the dynamics or the individual is referred to a psychiatrist. One criterion of the worker's ability to handle this type of treatment is the degree of clarity with which the worker understands the problem as well as the ease with which he can convey his understanding to the client. —*Journal of Social Casework, November.*

RECREATION

Recreation and Mental Health

Dr. William C. Menninger

Society's enormous loss of manpower because of personality disorders is a problem of health as well as of economy. There is an imperative need for society to initiate corrective measures of every possible sort. As a psychiatrist I feel that recreation workers can contribute to such a program in very large measure.

There are at least three common psychological needs that are effectively met through participation in certain forms of recreation. Competitive games provide an unusually satisfactory social outlet for the instinctive aggressive drive. The psychological value of certain kinds of reaction lies in the opportunity to create. Relaxation through entertainment also satisfies important psychological need, through catering to the passive desires of many of us, as well as providing an opportunity for vicarious participation. There is considerable scientific evidence that the healthy personality is one who not only plays, but who takes his play seriously.

The psychiatrist uses recreation extensively in the hospital program of his patients. For at least twenty years, in our hospital in Topeka, we have prescribed the specific types of recreational activities that we believe to be most suitable to alleviate specific symptoms of patients. For instance, there was a patient who was very hostile to his father even though he maintained that he loved him. We drew a face on a punching bag and suggested that the image was that of his hated parent. Thereupon he tied into the punching bag to the extent of his feelings.

On the basis of his experience with its use as a treatment method as well as his conviction as to its importance in the maintenance of mental health, the psychiatrist can make certain recommendations about recreation.

To the Individual: Good mental health is directly related to the capacity and willingness of an individual to play. Regardless of his objections, resistances, or past practice, any individual will make a wise investment if he does plan time for his play and takes it seriously.

To the Recreation Worker: The psychiatrist strongly recommends a working knowledge of the structure and method of function of the personality [and] a study of the scientific data regarding leadership methods. He would further recommend the importance of taking aggressive steps to educate the public as to the value of recreation in the maintenance of mental health.

To the Parent: Ability to play is a learned ability. Parents should not only set the example of participation in worthwhile activities, but also provide the facilities, the encouragement, and the approval of child-initiated activities.

To the Community: An effective community recreation program is just as important to mental health as sanitation is to physical health.

To the Older Person: People who stay young despite their years, do so because of an active interest that provides satisfaction through participation.—*Recreation, November.*

Channels

The giveaway gimmick may win new advocates in the chest field as a result of the offer from the Richmond (Va.) Chest of a daily prize for the best ending to the sentence, "I am going to support the Red Feather Campaign because . . ." In advance of the campaign, every local radio station plugged the offer with the added bait of a grand prize for the best of the daily winners, to be awarded at the

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kickoff dinner. All entries were to be based on material in a special campaign brochure underwritten by businessmen. Copies of the brochure were free, and no contribution was required for entering the contest.

Some people may regret the adoption of this much-criticized device. Proponents, however, point to its educational benefits, which made the story of Red Feather agencies required reading for a good sized audience.—*Channels, November 1.*

CHILD WELFARE

JOURNAL OF THE CHILD WELFARE LEAGUE OF AMERICA, INC.

Professional Training and Staff Development

Susanne Schulze

This discussion of the professional curriculum which is a joint enterprise between school and agency considers the following facets: selection of students, child welfare's stake in curriculum planning, and ways in which the school works with the agency in achieving common goals.

In selection of trainees, are we not operating largely on the basis of hunches rather than of criteria arrived at more scientifically? Florence T. Waite in her paper on "Selection of Scholarship Students" has discussed very ably the kind of applicant we need to encourage. While this material was prepared with the family casework field in mind, child welfare workers can wholeheartedly endorse the criteria stated with a plea for more emphasis at certain points.

For the most part, the child welfare worker deals with children threatened by separation though in uniquely different ways as illustrated in boarding care, adoptions, and protective services. Thus, the agency through the worker assumes greater responsibility for the life of the individual child than in most other fields. Further the unique role of the worker with reference to the client's right of self-determination deserves emphasis. It is essential that the future child welfare worker be particularly secure so that she can make a constructive use of authority.

On the basic course content there seems to be common agreement. It is when we consider what additional content is necessary that the ways begin to part. The dilemma derives mainly from two realities: the limitation in time in the present two-year program; the dearth of trained workers, which puts heavy responsibilities on those who have just completed their training. But even if these realities should become modified, are there aspects of theory and practice which have particular relevance for our field?

As to the child welfare worker's special needs, first of all there is *home finding* in which the evidence for special skill lies before us in the perennial dearth of resources. Then there is the unique relationship between foster parents and worker in which the worker must assume a teaching and supervisory role. The children's institution is only beginning to be recognized for its unique contribution. The special skills required for Adoption and Protective Services are just beginning to be put into practice. Special effort must be made to get these concepts into the bones of future workers.

In evaluation, as in all other aspects, school and agency have to work hand in hand in a continuous sharing process if a sound learning process is to be promoted, strong points further developed, weak points discovered and where possible alleviated.—*Child Welfare, November.*

PUBLIC HEALTH NURSING

Communicable Disease Nursing —1948

Margaret Shetland, R.N.

Many states have revised regulations concerning the control of communicable diseases basing these changes on the findings of a subcommittee on communicable disease control of the Committee on Research and Standards, American Public Health Association. The evidence that quarantine is not an effective measure in the control of certain communicable diseases is substantiated by statistics which show that appreciable declines in the common communicable diseases are related to the development of immunizing agents or improved sanitation rather than quarantine. The shift from rigid to liberal controls must be accompanied by effective community education.

Public health nurses studied the new regulations adopted in their state. Suggested manual material developed from this study [includes the following recommendations]. The primary purpose of nursing care is to contribute to the recovery of the patient and his family from the physical and emotional effects of his illness. The value of isolation in many instances lies in the protection it gives the patient. The nurse should be careful in interpreting the value of isolation to parents so that they do not rely on this alone and fail to take advantage of other more effective measures for protecting their children, such as gamma globulin for measles. No isolation procedures can be effective unless they are simple enough to be understood and practicable enough to be carried out easily with the equipment and facilities in the home.—*Public Health Nursing, November.*

AMERICAN JOURNAL OF PUBLIC HEALTH and THE NATION'S HEALTH

Even with the Law on Our Side

R. P. Fowler

In this article we shall relate a series of incidents which ought to have caused an epidemic and only through the Grace of God did not—even though the "law" was on our side.

Our story begins in 1931 when the Lorain County [Ohio] health department was notified that a young woman had typhoid fever. The patient was the daughter of a dairy farmer [who was found to be] a typhoid carrier. Accepted procedure demanded that the carrier W. should at once be prohibited from handling milk. Such orders were issued. The following year, a representative of the health department found W. handling milk. He was arrested. The case was nolled upon W.'s agreement to sign a statement saying he would quit handling milk. In 1934, W. was found milking a cow. . . . [After] twelve years of legal sparring, the "W. Farm Dairy" surrendered its permit.

If profit is to come from this article, we believe it will come because we have highlighted the fact that "having the law on your side" does not always protect the public. One of the foundation stones of legal philosophy in this country is that it is better for many guilty to go unapprehended than to have one innocent person convicted. Awareness of this principle is imperative as regulations are drafted, evidence collected, policy formed, and affidavits drawn.—*American Journal of Public Health, November.*

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Promise for a Better Future

An account of life in the school of social work at Aachen, Germany, by the school's director

MARIA OFFENBERG

Imagine a large house, high-stocked in front and behind a quadrum of low size like a cloister. Its surroundings a beautiful landscape—meadows, hills, woodland toward the Belgian frontier; at the other side, a splendid view of the town, darkened by many broken towers. Clustering about this, our school, are memories of the good visits of 1930 to 1933 from young people of America, England, Lithuania, Australia, and other countries. At their entrance into Germany they used to spend a day in our youth hostel. Sometimes we had a pantomime and a dance together. Now we live in ruins. Thirteen bombs and an aerial mine shook the house, and seven months of war deprived it of all furniture, of every door and window, of every useful object.

In 1941, this Catholic school of female social workers was closed by the Nazi Party. We took it back in 1948, happy to receive it, though it was badly damaged. We had left a part of our hearts in this house we had built in 1930 and now we begin to restore it.

School Program

A social school in Germany is not a university. Our pupils are not free to choose matters of instruction as they like. They have to work after a fixed program and attend lessons regularly during two years up to their official examination.

Five faculties of learning are represented in the staff of teachers, theologians, doctors, psychologians, political economists, lawyers, not to mention men and women of practical social work and technical teachers.

The students encounter human necessities and miseries and try to find out practical ways of help. Groups of social workers for health care, youth care and economic care are formed, according to different ways of preparatory training and personal tendencies and vocations. This general structure is usual at all the twenty-eight social schools in Germany.

The students in all their former occupations of teaching, nursing, or casework have gained some experience and are well prepared for round table talks. During the last term, objects of these talks were: families in camps of fugitives and bunkers, children's misery near the frontier, children and black market, youth camps, studies on home children. There were also lectures of specialists on missionary work, youth care, the vocation of fatherhood, protection for traveling youth, homes for young delinquents, and courses by experts on labor office, assurances, and office administration.

Practical Insight

There are three manners to gain knowledge of people's miseries. First, the *visits*. The pupils went to the different bunkers of this Western town where still about 2,000 inhabitants live. Here are pictures of distress and destitution beyond all description. They visited homes for crippled, for blind children, for people with mental disease, for endangered girls. They saw expositions of handicraft work done by young laborers.

Then there is *accidental* help during the term of studies. The students lend their help to the Christian mission. They assist the youth office in care of children and young people crowding the frontier. In collaboration with the Swiss assistance, they helped indigent people. They took the initiative to support bunker-families, prepared festival hours and recreations for young miners, tried new methods of education.

The third is the *stages of a term*, which means three months of practical social work in every year of study. Students have their stages at office of health, office of youth care in large towns or villages, or in doing social service at factories in the mines of the Rhein-Ruhr and the Saar country. At the centers of Hamburg and Nurnberg they aid traveling girls and women, or work in homes for mothers and illegitimate children. They spend weeks of recreation and training with young people in camps and youth hostels. The practical stages during study is a useful way of proving the personal fitness for social work. When the students return, they bring a certificate and a detailed report.

The School Profile

This is an adult school, for there are 110 young women between the ages of twenty and forty. A glimpse at the list shows a striking variety of development, occurrences, experiences, and destinies. A young widow, her husband never returned from war in Russia, lonely among the unmarried. But she has the gift of humor and prayer that will be a good champion in social work. The daughter of a proprietor of a large factory. When she was young she had all she could desire—distinguished education, many friends, a beautiful home, lots of joys. She had to experience all distress of a dreadful flight in winter. All property lost, she found asylum, a single room she is sharing with her mother. A young woman in separation of her husband. She has to educate a son of ten years with a minimum of income, and her life and studies are filled with anxieties; but she loves nursing, and to be helpful.

Their interior call to social work is of some variety. Many have an innate urgency to aid the helpless; some are influenced by an abstract ideal of humanity; others are deeply touched by a religious call. All of them will have to learn to forget themselves, for this is the way to strengthen mind and eye, and to take the first steps through a thicket of human misery. After this, they can begin to give real assistance. Higher studies are a good foundation, but they are not the decisive agent for

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social work. There is not one of these students who did not suffer by war. Many lost brothers or parents, or themselves became prisoners of war in camps. Others were evacuated from the shores of the Rhein or the Saar to Austria, Russia, Poland. Common among them are the stories of expulsion and flight, the loss of home by bombing or other war proceedings.

Life at the School

From all sides the students enter. Some come on foot as they live close by the school. Some come from the suburbs by tram, others ride two hours on the train. Still others live at the school.

The class rooms are badly damaged, but the windows give sight to the delicious wonders of nature. Looking around one sees the festival hall without windows, the walls unprotected from rain. Doors are missing everywhere. There are no desks, chairs or tables, and copy books are rare articles. But these are young people and the war gave no occasion to be spoiled.

Privation of food is a greater evil. It is common to see the pale face, the chronic fatigue, the memory and intellect refusing their service. Sometimes a lentil soup is served, precious gift of the social school of Santiago. There can be no meal without ration marks, and social schools have no subventions of food as universities have. Our flower beds have been turned into beds for vegetables, salads, potatoes, and we all look forward to the harvest.

In the distant future we have the possibilities of good lodging. Meanwhile the young women helped themselves, taking possession of the spoiled lodgings with their wet walls and uncovered floors. But they are able to overlook damages, and they love freedom more than comfort. They can always find a corner to have a talk, a room for discussion and festive hours. They deal with this house as their own, knowing it was built for their sake and it will be restored for their own use and pleasure. It is theirs, with all its defects, its broken beauty, and its promise for a better future.

In such a town, our school must work without any illusions in regard to the difficulties and vicissitudes of life. The students share this life along with townsfolk who live in cellars and ruins of homes. First of all, they have begun by restoring their own school, removing the rubbish, mending the roof and cultivating the garden. "Move your hands if you would conquer misery," is a saying that has come to mean much to them. There is no sentimentalism. The spirit of *viewing realities,* which is part of the Christian spirit, is the only way to influence their personal effort.

But young people cannot grow in the dark alone. They try to meet joy in spite of ruins. They live within the beauty of various seasons. Nature inspires songs and gaiety. Country dances, musical instruments, plays, sports and games, interest for theaters and films—all these help to conquer the depression of ruins. Not for their own development alone is joy necessary. For the knowing how to spread joy through work belongs to the equipment of social workers.

The study of human nature has a prominent place in the social school. Personality in its heights and depths is the ground subject of social and psychological studies; it should rule all thinking and dealing of social workers. The profound seriousness of every human act, of doings and destinies must be respected first in the community of school life. The attempt to make poverty and want supportable, even joyful and humorous in helping one another is a good school for life. It is an affair of honor to share the own little riches with the neighbor. All inventive faculties shall be employed to make others happy.

Though we are a Catholic school, we have lost our chapel, the altar, the sacred chalices. We ourselves were forced to extinguish the light at the altar that painful day in 1941 when we left our house, and there is no hope to have it back soon. Community worship morning and noon, a chapel the center of the house, means a continual stimulus to Christian faith and love. It has afforded to us trust and support and consolation in our separation. It is the tie that never looses its binding virtue. We will work hard to earn it again.

An Examination Day

Fifty candidates for official examination are waiting anxiously to be called. Faces are pale, movements nervous; examination anxieties are common to all ages!

There on a table at the left side of the examination room is a pile of papers —personality reports, and reports on practical stages, tests, examination papers. Each of the students has written within five hours papers on two subjects: "The dangerous effects of venereal disease, its control and abolition by medical and educational means," and "How we are able to encounter endangered youth." These now have been censored. Besides these there is a treatise on the personal joy in social work, showing a large variety of subjects, cognitions, discoveries.

Oral examination is ponderous. The public board of examination is consisting of a deputy of the Minister of Social Affairs, official physicians, the headmistress, the staff of professors of all faculties. Groups of six or eight candidates suffer a cross-fire of questions on hygiene, social psychology, sociology, welfare work, and many other different branches.

There are two days of heavy scrutiny. The students are nourished by the usual small rations, and have not the benefit of tonics or coffee. The results are below those of former times, but the human effect and personal credit is exceedingly better. We know they will be good social workers. Now come the congratulations, the speeches, the certificates, the festival hour of parting. Another year of probation in practical social work and they will have taken the first step into a career on which the future happiness and salvation of hundreds of human beings depend.

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"The Big Boob . . ."

ANGELINE L. FARAN

His soiled blue shirt open at the throat, the tall blond young man, who had been announced as David Williams, moved awkwardly into the office at the Family Consultation Service and sat down. Across the desk Miss Bartlett nodded to him in a friendly way. He must be about twenty-six, she thought.

"It's my wife, Mabel," he blurted out. "She's left me. . . . She don't think garbage is social." He spoke earnestly but with effort.

"We've been married two years. First off she didn't mind it. Now she's agin it—garbage, I mean. I like to collect garbage, it's my job. My father did it. My grandfather did it. Why, you might say it's in my blood! Mabel wants I should change—be a salesman or something. . . . I can't do it."

"How was it when you were first married?" asked Miss Bartlett.

"Well, I was in the army then—draft, you know. I got to know Mabel when she had a job waiting table . . . place where us fellows ate when we were off." Picturing the young man in trim army uniform, Miss Bartlett sighed inwardly over the recurring problem of husbands who shed their glamour with their uniforms.

"What did you do in the army?"

"Nothing much. I wanted to collect trash but they wouldn't let me. They gave me tests . . . fact is, I ain't had much education." He looked at her in mild seriousness. "I guess I didn't try very hard when I was a kid . . . wisht I had." He paused. "I can't write, except my name, and I don't read good." Reaching into his pocket, he pulled out a wallet and opened it to show a small photostat of his discharge. He pushed it toward Miss Bartlett who took it and read it seriously. He had been in the infantry for about six months. The reason for discharge, she guessed to herself, was probably a low I.Q.

As she pushed the wallet back toward him, the plastic-covered discharge pocket flipped over, revealing a snapshot of a pretty girl who looked to be about sixteen.

"That's Mabel," he said with some pride. "My wife."

"She's very attractive looking." Miss Bartlett studied the picture.

"I'm crazy about her," he admitted. "I'd do most anything—but I don't want to quit my job. She says it ain't social, but *say,* I collect garbage in The Heights, and who says The Heights ain't social?"

Miss Bartlett nodded gravely. Did he think Mabel would come in and talk with her, too? He thought she would. He hoped so, he wanted her to come back to him. Awkwardly, he thanked Miss Bartlett and departed.

Mabel Williams proved to be young and, at first, a bit haughty. Her short tight black dress was a foil for green cotton gloves, a small green hat and a green plastic handbag. Green toeless shoes with spike heels made her walk a bit unsteadily, but the red polish on toes and fingernails and the vivid lipstick showed that she cared about her appearance. She settled herself in the chair by Miss Bartlett's desk, clutching the slippery bag against her stomach.

"Dave said you wanted to see me," she began contentiously. "I don't know why he came here, anyhow. I'm not going to change my mind. He's so dumb . . ." After a moment's pause, she burst out again, "Don't you try to argue me into going back with him. I got mad and told him good, and I'm not in the habit of changing my mind." She settled down with a little thump into her chair.

"Well at least you did come to see us," Miss Bartlett reminded her, "so you must think there are some good things about him."

"Well, he don't get drunk—and he gives me his pay on Saturday nights," she admitted reluctantly. "But that dumb garbage truck. I told him. I'm leaving him if he don't quit it."

"The Department of Sanitation?" Miss Bartlett made it sound rather important.

"Yeah. The girls kid me about it. Makes me sore. That old truck. It stinks." After another pause, she added, "And that's not everything. There was that ninety-seven dollars while he was in Florida. He kept calling me up long distance while he was in the army. He could just as well have wrote."

His illiteracy then was David's secret.

"Writing is probably hard for him, Mrs. Williams. He must have been pretty crazy about you to spend all that money to talk to you."

She squirmed a little in her chair and grinned. "He's still crazy about me, most of the time. . . . But I get awfully mad at him."

"What exactly makes you mad?"

"It's that old garbage job. One day I was walking along the street behind one of those trucks . . . God, the smell!" She wrinkled up her nose, expressively.

"Tell me about yourself," suggested Miss Bartlett, changing the trend of conversation.

"I was raised in the city," Mabel spoke with satisfaction. "Went to school up to seventh grade, but then I had a chance at a job and being's I was tired of bossy teachers and having to learn things and then take tests . . ."

"Are you working now?"

"Only once in a while—in rush times. Dave and I got a room—only now I've gone back home. And I'm going to stay too, if that dumb cluck doesn't get a better job. I made up my mind."

"Do you think your husband could earn as much if he got a job in a store?"

"Gosh, no. They don't pay the girls enough to buy their clothes. Maybe he'd have to be a floorwalker, or work in the office or something." She sounded vague.

"Remember he can't read and write very well. That would make it hard to get a good many jobs. If he had to take less pay on a different job, I suppose you'd be willing to go back to work full time?"

"Nix—not if I got a husband to support me. I don't mind cooking and cleaning—but I tried waiting table, too, and selling in the five and dime. It's fierce."

"Perhaps you're needed to help your

(Continued on page 352)

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THE COMMON WELFARE

Public Assistance

The Advisory Council on Social Security, in the third of a series of four reports designed to offer a measured and far-sighted program for revamping our social security laws, outlines proposals for an economical but adequate public assistance program. Appointed by the Senate Finance Committee in July 1947 to study our security program, the council has as its goal the prevention of dependency through the expansion and improvement of social insurance with public assistance in an ultimately residual capacity.

In its first report, issued last April, the council called for broadening of the OASI program to cover nearly all the nation's workers, an increase in benefits which would about double the present level, and liberalization of eligibility. The second report recommended extension of the OASI program to include protection against loss of income arising from permanent and total disability. The third is concerned with lacks in our public assistance program, and the fourth, to be issued soon, will deal with unemployment insurance.

In outlining its recommendations for improving the public assistance program, the council points out that the adoption of its earlier proposals "would, in the long run, greatly reduce the need for public assistance." However, due to the lacks in the present OASI program, "in the immediate future, large numbers of aged persons, children, and disabled persons will be forced to rely on assistance." The council warns further: "Unless the insurance system is expanded and improved . . . there will be continual and nearly irresistible pressure for putting more and more federal funds into the less constructive assistance program."

Recommendations

The council's first recommendation for improving the public assistance program on which millions are forced to depend, is concerned with ADC grants.

Pointing out that many of the 1,250,000 children now receiving ADC grants are suffering from lack of the bare necessities of life, the council proposes raising the federal contribution for this program so as to bring it at least on a par with its contributions to OAA and AB. It also recommends that the needs of adult members of the household who are essential to the well-being of the children be taken into consideration in determining grants.

The council also proposes federal participation in state general assistance programs. It cites a wide disparity in relief payments ranging from an average monthly grant of $67.16 in New York in March, to $10.39 in Mississippi in the same month, and points out further that state agencies tend to put money available for assistance into programs with federal matchings, which results in pinching the relief program. The report proposes that federal contribution be conditional on: the provision of assistance without regard to residence or citizenship; the referral of employable applicants to public employment services; and the use of state-federal rehabilitation services when feasible. Four members of the council favored an alternative plan calling for the expansion of the AB program to include other disabled persons, with other relief functions left to the states.

The third and fourth recommendations deal with federal participation in medical aid for public assistance recipients. The council points out that under present law, which limits federal participation to the money grant paid the recipient, other much needed medical services are often supplied meagerly, if at all. Its recommendation calls for federal participation in payments made directly to agencies and individuals providing medical care, within a maximum.

Concerned with the growing number of chronically ill aged and the inadequacy of private institutions for their care, the council recommends federal matching in grants to or for the care of OAA recipients living in public hospitals other than mental hospitals.

Holding that "in our society, mobility of population is essential" and thus residence and settlement provisions are "socially unjustifiable," the council proposes that "federal funds should not be available for any public assistance program in which the state imposes residence requirements as a condition of eligibility for assistance, except that states should be allowed to impose a one-year residence requirement for OAA."

In its final recommendation, the council calls for appointment of a special commission including specialists in child health and welfare services to study the needs of children. Expressing concern over the vast gaps in our services reported by the Children's Bureau, the council suggests the study of such questions as: What constitute the essential features of an adequate maternal and child health program? Should new or expanded services be supplied by government agencies, by voluntary agencies, or by both acting together?

New York State Conference Meeting

Penetrating analyses of "Public Welfare in Our Society Today" were presented at the New York State Conference on Social Work in Brooklyn, New York, in October.

John J. Corson of *The Washington Post,* citing such postwar newspaper headlines as "Send the Loafers to the Jail-House — not the Poorhouse," which reflect "little respect for the basic worth of those 11,000,000 Americans who are being aided by their government to meet the bare costs of living in 1948," asked the why of the current "wailing and moaning over the necessity of government's granting aid to millions in times of rollicking prosperity."

The answer, he said, is that the public, still "blinded by the traditions of a simple agricultural past," does not realize the extent to which vast social changes have destroyed the sources of security on which Americans relied for generations.

Tracing the evolution of our public welfare system from the penalizing Elizabethan poor laws through the depression days of the 1930's, when the sheer magnitude of the problem dissolved old notions of the worthlessness of people seeking public aid, he asked:

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"Where do we go from here?" To go ahead, he suggested, public welfare people must help the public understand why millions must turn to the government even in good times. If we hesitate to take on this interpretive job, Mr. Corson suggested that "we think back to the New York City relief investigations and the lag between services built up and public acceptance of those services."

George F. Davidson, deputy minister of welfare, in Canada's Department of National Health and Welfare, raised some searching questions about our public welfare philosophy.

Comparing the old relief-giving philosophy, which laid the blame for human misfortune at the door of personal weakness, with the present depersonalized approach, Mr. Davidson questioned whether we have not perhaps gone too far. In getting away from the era of the basket of groceries, the means test, and the "fit and proper person," he asked whether we have not depersonalized and impersonalized misfortune to the point where we run the risk of developing a "bloodless, mechanistic concept of public welfare."

Noting a tendency to think of public welfare services as a means of compensating the inevitable casualties of our free enterprise, industrialized society, Mr. Davidson pointed out that this society is the democratic state in which we profess to believe, and there is danger in regarding public welfare services as indicative of the extent to which this system has broken down. Envisaging a further development in our philosophy in which our services may become a "symbol of community responsibility," he pointed out that public welfare can be used to "make our people believe more rather than less in the democracy of which they are a part.

Security and Freedom

Answering the often-raised question whether security offered by public welfare services is compatible with freedom, Mr. Davidson termed it the "gate to a greater measure of freedom than ever before." Similarly, Mr. Corson declared that "communism has no chance against capitalism with an alert, unselfish social conscience." What we need, he declared, is "a frank guarantee of a minimum of well-being for every individual." This should include: the right to earn a living; provision of income when the individual is unable to earn it; and assurance of essential services such as low-cost housing and adequate medical care. He warned however, that such proposals will be resisted because of cost, fears of socialism and of pauperizing the public, and resistance to "innovations" on the part of some welfare workers.

Reducing Dependency in the Aged

A major factor in the dependency of the aged is the policy of industry in consigning "to the scrap heaps of uselessness, men and women who still retain real ability," declared Raymond M. Hilliard, commissioner of welfare in New York City, in a session on "The Community Prepares for Its Citizens Old Age." The number of aged in New York City has increased 57 percent since 1930, he reported. Of the half million over sixty-five in the city, nearly 10 percent are on the OAA rolls. Slightly more than one fourth of these people still have current earnings, he added. If these are retired, OAA rolls will be doubled. He urged that we "wage an educational campaign not to exclude from employment many only in their fifties, or even younger—if industry deems these already 'too old,' how in the world can thousands upon thousands earn enough to preclude reliance first upon home relief and then on OAA, or to be able, at forty-five, to support their parents?"

The Old Age and Survivors Insurance program has not fulfilled its promise of reducing OAA rolls because of the inadequacy of its benefits, he said. "The result is two tax-supported, in whole or in part, assistance programs instead of one self-financed program." Far more adequate to real need are the pension, health and other benefit plans instituted by progressive employers and unions.

We must look to science, he declared, for a reduction in the expense, misery, and death toll of chronic illness, so frequent among the aged. Science already tells us, he added, that 20 percent of chronic invalidism is preventable by known methods and another 20 percent of its victims could be rehabilitated to self-sufficiency.

Mr. Hilliard reported that the city department of welfare has started a new project for the rehabilitation of chronic invalids on welfare rolls "who look like chronic relief cases." By cooperative arrangement, five such cases will be referred each week to the New York University-Bellevue Medical Center for rehabilitation. "While our beginnings will be on a purely experimental basis," said Mr. Hilliard, "it is expected that the numbers will increase greatly. . . . We look most hopefully to this attack on dependency at its source. Otherwise, we are as sure as we can be of anything, that the number of chronic invalids will double and the cost will more than double by 1980."

Dr. Howard A. Rusk, chairman of the department of rehabilitation at the center, explained: "We propose to take 100 cases who have been on relief at least one year with chronic disease and/or physical disabilities, evaluate them, and bring them over to Bellevue for training and vocational analysis. We will then calculate how much it would have cost, figured on expectancy tables, to maintain these individuals on relief the rest of their lives." He added, "This type of socio-medical research is sadly needed because we face the problem of an aging population, a large proportion of which is disabled by chronic disease, and the findings should be significant."

Reconstruction

Fifty young women from twenty-seven countries converged on the Columbia University campus last August 18 for a four weeks International Study Conference on Women and World Reconstruction. Sponsored by the Foreign Division of the National Board, YWCA, and financed through the Round-the-World YWCA Reconstruction Fund, the conference brought together a remarkable group of young women, chosen as representatives by their own national YWCA's. Among the conferees were the editor of the Korean *Women's News,* a practising attorney of Buenos Aires, the director of British YWCA War Services, a Swiss ordained minister, and a promising galaxy of educators and social workers.

Daily seminars were held when visiting lecturers distinguished in political, social, economic, and religious fields analyzed the world scene from their various points of view, with emphasis on the role of women in today's world. These were followed by intensive discussion sessions designed to help develop leadership capacities.

On the day your *Survey* reporter

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visited the conference sessions, Dr. Marion Hilliard, Canadian gynecologist and obstetrician, discussed at length the effect of health on the life of women. Questions and comments indicated that common problems of this nationally diverse group arose from the change in women's economic status, so that, as Dr. Hilliard put it, "It used to be that men must work and women must weep—now women must weep and work too!" Another common concern was psychological and physiological adjustment to a world where woman's mathematical chances for marriage are considerably less than in previous generations.

In another informal discussion, there was exchange of information about opportunities for women in education, professional careers, the right to vote and hold office. Most countries extend voting rights to women, though in Burma the law provides that women shall wait until 1955 before exercising the privilege, and in Switzerland, it was reported, "women do not want the vote." A Japanese conferee said that after peace came, 38 women were elected members of the Diet—as compared with Venezuela's 13 women members of Parliament, Panama's 2 members, and United States' 7 female members of Congress. The following year the number was cut in half, partly because women were not well enough educated to "rise to their responsibilities." Now, she reported, women were thronging the universities. The same was true of India, reported another delegate. It was her opinion that the position of women in India was "better than at any time in the last 100 years." Conferees from other countries, notably Pakistan and Egypt, were not so gratified at present circumstances.

"Why are we looking for equality?" asked Madame La Barca of Chile, in closing the discussion. "Is it that we want every woman to vote, to be in Parliament, or to be a lawyer? What we want is an opportunity for women to grow, to fulfill their capacities. There are today many restrictions—for women and for men, too. Human beings haven't yet found the way to peace—and men and women must work toward that end."

In informal conversations with conferees Etta Edwards, YWCA area secretary for Ceylon, told of her program for young girls in a tiny village, settled by men released from prison, and their families. Lilly Villanueva, Manila youth worker, said she was particularly interested in youth centers, since one was badly needed in her city. Youngsters need much more help since the occupation, she said, because their sense of social values was greatly upset by the "transgressions" necessary to defeat the occupation forces. In China, said Mrs. Beatrice Djeng Cha, general secretary, Nanking YWCA, there is a great emphasis on the need for trained social workers. "We now know," she said, "that alleviation of distress is not the real job. It is the prevention of distress that will really solve the problem. Rehabilitation and prevention demand trained minds, and that is what we want to work for."

Planned Parenthood Meeting

"Thousands of needless deaths of mothers and infants are due each year to conception on the part of mothers whose physical or mental or economic status is such that childbearing is medically hazardous," C.-E. A. Winslow, professor emeritus of public health, Yale University, told the annual meeting of the Planned Parenthood Federation of America in New York in October. Further, he declared in his address on "The Significance of Planning," broadcast over the NBC network, "The stability of the household and the stability of society are as vitally affected by planning the family as is the health of the individual mother and child. Vast problems of population pressures in relation to available resources make this a problem of vital importance in connection with the . . . upbuilding of a stable order in the One World in which we live."

That widespread gains toward "making planned parenthood a reality for the American family" have been achieved in many parts of the country was reported at the meeting. There are now 557 health centers in the nation which teach child-spacing. Sixty-two of these are in hospitals, and 242 are sponsored by state health departments. Planned parenthood services are now integrated into state health programs in Mississippi, North and South Carolina, Alabama, Florida, Virginia.

Medical contraceptive care is now legal in forty-six states. However, the practice of birth control is forbidden by law in Connecticut, while in Massachusetts, physicians may not give contraceptive advice.

"Reproductive Wastage"

An "alarming" rise in the loss of human life through "reproductive wastage" — stillbirths, miscarriages, abortions, and infant mortality in the first month of life—was reported by D. Kenneth Rose, national director of the federation. The death toll from these causes, if taken together, is higher than that for heart disease. Mr. Rose cited a recent report by Dr. H. C. Taylor, chairman of the National Research Council's committee on human reproduction, indicating that this wastage has risen sharply in recent years and is still rising.

The federation is cooperating with the council and the National Committee on Maternal Health in a study designed to find the causes of this waste and develop a comprehensive program to combat it. (See THE SURVEY, January 1948, page 22.) The survey will deal with such aspects of the problem as poverty, home adjustments, social disturbances, psychiatry, and internal medicine.

Mississippi Program

The importance of planned parenthood as a public health measure has been nowhere better demonstrated than in Mississippi, said Professor Winslow. Here the State Department of Health has integrated planned parenthood services into the work of its general clinics for maternal and child guidance, in close relation to its programs for the control of tuberculosis, cancer, venereal disease, and mental illness. The tuberculous mother is helped to avoid conception during her illness. The routine examinations of the contraception program serve also as a check against possible uterine cancer. Emotionally ill mothers may be shown how to avoid further disastrous childbirth. A small fee is charged for the service if the mother is able to pay.

Professor Winslow quoted from a recent summary of the program by Dr. Felix J. Underwood, executive head of the department, who explains that "the goal of the public health workers, numbering almost 1,000, of the specially trained health educators, and the ever-present, important midwives, is to work patiently to break down prejudice, to win confidence of mothers, to assure them that planned families are

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happier and healthier families." Thirty percent of the mothers who come to the county health centers now seek planned parenthood after the birth of a child.

In Dr. Underwood's opinion, a public health program which today attempts to face the growing problems of maternity and infant care, tuberculosis control, cancer control, mental hygiene, and venereal disease without the vital aid and assistance it needs from planned parenthood, "is merely handicapping itself."

World Planning

Plans for the creation of an interim world family planning organization were laid at the International Congress on Population and World Resources in Relation to the Family, held at Cheltenham, England, in August, reported Frank Lorimer, professor of sociology, The American University, Washington, D. C. This congress brought together representatives from the fields of scientific social inquiry, biological and medical research, and planned parenthood from over twenty nations, to consider the problems raised by rapid population increases in a world of limited resources. Findings will be reported in a forthcoming issue of *Human Fertility,* published by the federation.

In the opinion of the congress, one of the essential requirements for real progress toward rising levels of living is the advancement of the rational control of human reproduction in areas where fertility is now excessive and uncontrolled.

Responsibility for developing the new international organization for family planning will rest with representatives of national organizations in this field in Great Britain, The Netherlands, Sweden, and the United States.

In Print

"Planning Your Family" by Herbert Yahraes, Public Affairs Pamphlet No. 136, is an excellent statement of the scope and purposes of the planned parenthood movement, the social need for it, and the extent of its support. Twenty cents from the Public Affairs Committee, Inc., 22 East 38 Street, New York 16.

Study Launched

At an October meeting, The National Council on Social Work Education launched its long anticipated survey of social work education in the United States. Plans were developed by Ernest V. Hollis, director of the study, and the council's study committee, in consultation with schools of social work and leaders in the field. The Carnegie Corporation of New York has authorized a grant of $31,000 to help finance the project, and interested agencies are expected to contribute an additional $19,000.

Mr. Hollis, who is on leave of absence from his post as chief of college administration, division of higher education, U. S. Office of Education, explained in an interview after the meeting: "The primary purpose of the study is to develop a well-grounded body of principles which is sufficiently inclusive to enable social work educators to reexamine and extend programs of study and development along lines which promise to supply the quantity and quality of social workers that are likely to be needed in the United States and Canada." The study is expected to provide a "comprehensive framework—not a blueprint—within which accrediting bodies, schools of social work, membership associations, and social work agencies can achieve a working agreement on what constitutes acceptable programs of social work education for the immediate present and for the next three decades."

A major part of the study will be devoted to a critical study of selected programs of social work education. Other aspects of the work will include: clarification of the differences and interrelationships between the various social work jobs—administrative, professional, technical, and clerical; parallel studies in selected public and private social work agencies; consideration of the possibility of establishing social work training on the undergraduate level to cut down the expense of training and enable more students to enter the field.

The need for the study was highlighted in a report on the current shortage of trained social work personnel by Sue Spencer, executive secretary of the American Association of Schools of Social Work. Of the 150,000 people filling social work positions in the nation today, she reported, only about 35,000 have had one year of training; only 15,000 have had two.

Assistant director of the study is Alice L. Taylor, who is on leave of absence from the Bureau of Public Assistance. A national advisory committee appointed to assist with the study includes: Arthur J. Altmeyer, Lyman Bryson, Lester B. Granger, Dr. William C. Menninger, Agnes E. Meyer, Charles P. Taft, Mrs. Victor Shaw, Frank Weil, and Donald R. Young.

Mailbag Roundup

The establishment of public adoption services is recommended in "A Study of the Adoption Program in the Richmond Area in 1947," which reports the findings of a survey conducted in that year by Edith L. Lauer, under the sponsorship of the Richmond Area Community Council and the State Department of Public Welfare.

Recognizing that private agencies in the area are unable to meet the volume of need adequately, the report recommends a division of responsibility for adoption and child placement between public and private agencies. The report states that children who are abandoned, those for whom no private agency service is available, or whose parents choose the public agency service, are entitled to receive care from the local public child care agency. Private agencies, it holds, should take responsibility for placing children whose parents are able to make use of agency services in planning adoption or whose need is for short term care. Other recommendations included maintenance of adequate and uniform board rates throughout the area and the provision of funds for the care of nonresident children in certain cases.

Some thirty-five interviews conducted with lawyers, doctors, businessmen, and others, in the course of the study, revealed widespread misunderstanding of agencies' limitations and services. The report, therefore, recommends appointment of a continuing committee to interpret agency services and stimulate implementation of the report findings.—*Material furnished by* SURVEY *correspondent Constance S. Gamble, Virginia Department of Public Welfare.*

From Pennsylvania

An $82,000,000 mental health program is under way in Pennsylvania. Building plans call for increasing the capacity of state mental institutions by 6,456 beds and the replacement or rehabilitation of space housing 2,616 beds. Admission buildings will be established at several institutions, making possible a marked advance in scientific treatment.

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As of last May 31, 4 percent of the projects were completed; 28 percent under construction contracts; and 59 percent in the hands of architects and engineers.—*From* SURVEY *correspondent Dr. Emlyn Jones, Pennsylvania Department of Welfare.*

From Michigan

Poor eyesight handicaps one out of every five Michigan children, the Michigan Department of Health learned in a study conducted in cooperation with the State Department of Public Instruction during the past year. Of 33,585 children tested, 3,864 had some sight defect, and an additional 2,748 were under treatment or had undergone treatment, for eye conditions. Classroom adjustments were recommended for 1,011 children.

In its program to improve the vision of school children, the department has employed a vision consultant, broadened its vision conservation program, and enlisted the aid of all interested clubs and agencies. The department has made available to these groups lists of educational materials and films dealing with vision, as well as the services of the consultant.

Lapeer County in this state has voted to establish a county health department. Seventy-two of Michigan's eighty-three counties and 94 percent of its people are now served by local departments.—*From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

From New Jersey

One hundred candidates for appointment as psychiatric technician, began on-the-job training at four New Jersey state mental institutions on October 1. The course is the fourth in a series given semiyearly. Candidates who pass this work are eligible to take a civil service examination for appointment as psychiatric technician. The salary range for this job is $2,160-$2,760 a year.

During the training period, candidates receive $100 a month plus full maintenance, with additional benefits for veterans. The course has been approved by the Veterans Administration, the State Civil Service Commission, and the State Department of Education. Recruitment for training is handled by the personnel division of the State Department of Institutions and Agencies—*From* SURVEY *correspondent Donald S. Benson, New Jersey State Department of Institutions and Agencies.*

Children

Minnesota's progressive adoptive program which emphasizes direct permanent placement of all children who need it, including the handicapped child, is showing results, according to the September issue of *Minnesota Welfare,* published by the State Division of Social Welfare. Under the new program which is based on recommendations of a committee representative of public and private children's agencies called together by the state director of social welfare in July 1946, adoption petitions filed for children placed by the division have jumped 2½ times those of two years ago, while the number filed for children placed by private agencies has almost doubled. During the fiscal years 1947-48, the division together with private agencies placed 45 percent of all children for whom petitions were filed, as compared with 37 percent in 1945-46.

The first objective of the program is the placement of the child as far as possible "directly from where he is found when he comes under care, into his final setting," according to an explanatory article in the February-March issue of *Minnesota Welfare.* This direct placement gives the child "the advantage of maximum security," and avoids the expense of foster care and the adverse publicity sometimes attendant on the severance of foster home ties.

That some of our best adoption agencies are experimenting with selective placement of babies directly from the hospital to the permanent home, was reported by Dorothy Hutchinson, associate professor of social work, New York School of Social Work, in a talk to an institute on adoptions held in St. Paul in July under the sponsorship of the division. "In these cases, examination and study of the child are *not given up* but are conducted in the adoptive home with the prearranged knowledge, consent, and understanding of the adoptive parents themselves."

A second major objective is the placement of handicapped children. According to the article: "Any handicapped child is suitable for adoption if he is not mentally deficient, so physically crippled or diseased as to be repulsive to the community or dangerous to other children. . . . The test should be whether the right foster parents can be found, parents with the capacity to know and understand the weaknesses and the capacity to meet the special needs arising from handicaps."

The third objective is the simplification of adoptive rules and procedures to facilitate final placement. The division and private agencies have jointly worked out standards and procedures for licensing of private child-placing agencies. Adoption recommendations from these licensed agencies are now being accepted routinely by the division and passed on to the court, without the former case-by-case review.

"Oh Say Can You See?"

More than 4,500,000 American school children do not see very well, the National Society for the Prevention of Blindness found after a national test survey started September 14, the anniversary of the day Francis Scott Key wrote the words of our national anthem.

On the basis of reports from school administrators all over the nation, the society recommends: continuing medical and public health nursing supervision in the schools for the discovery of eye defects and referral for care; a program of periodic vision testing; non-glare lighting of classrooms; the coloring of walls, ceilings, floors, desk surfaces, chalk boards to avoid harmful contrasts causing eye fatigue; designing of desks and chairs to allow children to read with body, head, and eyes in the correct position; planning of maps, textbooks, and all printed material with a view to legibility; expansion of sight-saving classes which provide special tools for the child with subnormal vision. At present 600 schools thoughout the nation have set up sight-saving classes.

Youth Guidance Center

In San Francisco, ground was broken in October for a youth guidance center designed to provide the best in diagnostic and treatment services for dependent, neglected, abandoned, and delinquent boys and girls.

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BOOK REVIEWS

THE ADMINISTRATION OF GROUP WORK, by Louis H. Blumenthal. Association Press. $3.50.

HERE IS A VALUABLE ADDITION TO the literature of social work practice. It is a comprehensive treatment of modern thinking on democratic administration, relating the principles underlying the process of administration, the techniques of democracy, and the dynamics of individual and group behavior.

The central idea around which the material is built is that democracy in administration is possible only if management is efficient, and that management, to be effective, must take human nature into account. Thus Mr. Blumenthal relates administration, the democratic idea, and the educational techniques needed for its implementation. This thesis is supported by historical data describing the origins of democratic administration and by accounts of recent studies and developments in the fields of business, industry, education, and social work.

Mr. Blumenthal first analyzes the basic elements of administration — planning, organizing, staffing, directing, coordinating, reporting, and budgeting — and emphasizes throughout that these are accomplished by means of relationships among people. Next, he scrutinizes the principles of democracy and makes the point that to implement them the worker must be respected as a person. Provision should be made for his participation in management and integration achieved out of the diversity of worker interest. The author then goes on to examine the educational techniques needed to implement democracy in administration and concludes that the administrator must be a technician in human relationship with skills in group leadership, teaching, group discussion, problem solving, and educational supervision.

The blending of these very basic concepts is the chief contribution of this book. However, it is rich in many practical ideas and methods of work, and the subject matter is ably handled and interestingly written.

This analysis of democratic administration is made in the setting of a groupwork agency, and the various groups and elements making up such an agency are examined in an effort to understand the interaction between the process and the groups. The material is, therefore, particularly useful for administrators of groupwork agencies, but is valuable also to administrators of all types of social welfare agencies.

LILIAN SHARPLEY
Executive Director, Bronx Branch YWCA, New York City

AN INTRODUCTION TO THE HISTORY OF SOCIOLOGY, edited by Harry Elmer Barnes. University of Chicago Press. $10.

THE EDITOR PRESENTS THIS WEIGHTY collaborative volume as "a comprehensive summary and critical appraisal of the growth of sociological thought from ancient Near East to our own day, with the main emphasis on the systematic sociologists from Compte to Sorokin."

The organization of the book constitutes one of its distinctive features. Most of the existing volumes on sociological theory are organized around "schools" of thought and areas of interest. There was a place for a volume which has sought to set forth the *systems* of the outstanding contributors to the development of sociology. The time was opportune for such an undertaking because, as the editor notes in the preface, the "era of systematic sociology has come approximately to an end." In the immediate future the system building of the pioneers is likely to be superseded by more specialized theories covering more limited ranges of data. The integration and consolidation of these specialized theories may produce "systems" but they are likely to be quite different in scope and method from the earlier ones.

The book will be of greatest value to a student of sociology or any general reader who wants a fairly extended summary of the system of thought of some particular man. As to the more analytical tasks—anchoring the system in its social setting and relating it to the stream of antecedent thought—the book is uneven. All in all, the editor, perhaps, claims too much for the book when he says in the preface "it is also made clear how these systems of social thought usually grew out of the condition and problems of the time."

It is inevitable in a work of this scope that some difference of opinion should arise as to the selection of authors to be covered. This reviewer and American readers in general are likely to be especially sensitive about the selection of American sociologists. Both the Introductory Note and the whole part on American Sociology contain some puzzling classifications, inclusions, and omissions of authors. Why, for example, is Robert M. MacIver, one of today's most distinguished systematic sociologists, listed among "social economists" and those chiefly interested in social work? Why is not Willard M. Waller listed among the psychological sociologists?

Despite these limitations this volume will take its place among the most comprehensive and valuable summaries of sociological thought.

MIRRA KOMAROVSKY
Associate Professor of Sociology Barnard College

DECADE OF GROUP WORK, edited by Charles E. Hendry. Association Press. Sponsored by the American Association of Group Workers. $2.50.

TEN YEARS IN THE LIFE AND GROWTH of a new concept or trend is a comparatively brief period. It is nevertheless a long enough span of time in which to look for indications of clarification, intensification, and development.

It was for this reason that "A Decade of Group Work" was issued coincidentally with the tenth anniversary celebration of the American Association for the Study of Group Work (now the American Association of Group Workers) and is an important book for our times.

In the introduction to the book, Charles E. Hendry, the editor, quite properly points to the experimentation and achievements in the use of the groupwork method as paralleling the period of man's search for new ways to achieve fulfillment and survival in a confusing period of depression, war, and a postwar world of "inescapable

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and impelling interdependence."

Starting with a brief history of the establishment of the Association to Study Group Work, there follow some very interesting descriptions of more than a dozen settings in which groupwork is carried on. Some of the experiences cited, however, reflect a movement toward working with people in groups rather than the use of the groupwork method. Only here and there does one find an attempt to define groupwork as a unique method of working with people in which process and professionally trained leadership play a significant role. What emerges, too, is the unresolved distinction between what some of the authors call groupwork and what is clearly conceived by others as social groupwork, placing the orientation for goals and leadership in social work terms.

Of special interest are the reports on groupwork in the war years. One wishes more could have been said about methodology in short contact experiences in USO clubs and new learnings in the area of work with young adults. It would have been significant also to have expanded on the rich experience of work with volunteers during this period.

In the chapter on community planning for groupwork one gets not only an evaluation of how far forward groupwork has moved but also some indications for the direction which next steps should take. Similarly the chapters dealing with groupwork and therapy, socio-psychological research and groupwork as well as one entitled "Looking Toward the Next Ten Years in Group Work" present challenges to practitioners in all the settings described in this volume, and to the American Association of Group Workers. Of equal significance in terms of facing the future are the chapters on recording in groupwork, a review of the professional literature from 1936-46, a discussion of major trends and developments in professional aspects of groupwork, and the final chapter outlining current gaps and needed advances.

The world situation today calls for increasing application of the groupwork method in an even greater variety of settings. We are reminded in the chapter, "Problems of Rural People," that "the elements of world peace are bound up in the basic issues facing us in our daily lives." It is to be hoped that in the next decade much progress will be made in professional education, research, experimentation, and analysis of practice so that more of us will be fortified in the handling of our daily lives and our responsibilities as members of an interdependent world.

MIRIAM R. EPHRAIM
National Jewish Welfare Board

LAWLESS YOUTH, by Margery Fry, M. Grünhut, Hermann Mannheim, Wanda Grabinska, C. D. Rackham. Macmillan. $4.

WHILE THEIR "LAWLESS" PARENTS were waging the most fierce war in history, the children of the world were experiencing starvation, homelessness, disease, torture, and death. This was nothing new—children have always been the victims of the fury of their elders, and it is not until the fury has subsided that any thought is given to restoring to them some of the advantages which are supposed to be theirs in times of peace.

This last must have been a different kind of a war, for while the blitz was at its worst, eighteen experts from twelve European countries met in London under the aegis of the Howard League to discuss improvement of the methods for preventing and treating delinquency among children and adolescents.

"Lawless Youth" is the product of their deliberations. The five main chapters of the book are concerned with the superiority of treatment to punishment; the juvenile court, its competence, procedure and treatment methods; community services and after-care; and an anonymous statement on crime prevention.

In reverse order to its importance, the appendix contains a detailed description of the laws and practices relating to delinquent and neglected children in Belgium, Czechoslovakia, England, France, Germany, Greece, Holland, Norway, Poland, and Switzerland. For those interested in the details of European attitudes toward children in trouble, and the means employed for their care, this part of the book makes for rewarding reading.

It is regrettable that this group of experts, coming together on the basis of their common interest and knowledge at a time when the lights of decency were flickering very low, did not feel impelled to strike out with a more bold approach than is here reported. This book gives a recapitulation of what is accepted as standard operating procedure in most advanced countries. This reviewer would have liked to see a plea for the abolition of all vestiges of the criminal court from the procedures applied to children, and a modified juvenile court process applied to adolescents under 21. The adolescent is here described as contributing a disproportionate share of the serious offenses committed by all offenders, yet nothing strikingly new is brought forward for the handling of the problem.

The emphasis of this book is almost entirely on "Western civilization," as though no other parts of the world had any contribution to make. The "lawlessness" of adults is not limited to any continent; the resultant problems among the young are similarly worldwide. South Africa, the Soviet Union, Latin America, have much to teach with regard to the treatment of children in trouble. A wider focus than is here contained is needed for a program in behalf of children which would be universal in scope.

One final word: the title of the book is, in this reviewer's opinion, misleading and even unfair—granted that it

Civil Rights

In current distribution by the Woman's Division of Christian Service, Methodist Church, is a "civil rights package" containing "Here's the Way to Secure These Rights," a 65-page brochure by Hanna F. Desser and Ethel C. Phillips, and "The Bible and Human Rights," by Kathleen W. MacArthur. The former is a practical, informative handbook for individuals or groups interested in community action on civil rights; the latter, a full and challenging treatment of the rift between "principles and practices." With a study guide, from The Methodist Church Literature Headquarters, 420 Plum Street, Cincinnati 2, Ohio, 90 cents. Available separately (without study guide) for 25 cents and 60 cents respectively.

"Danger in Discord," by Oscar and Mary Handlin, traces historical origins of anti-Semitism in the United States, uncovering the factors which explain why this phenomenon struck roots in liberty-loving soil. A "Freedom Pamphlet," published by Anti-Defamation League of B'nai B'rith, 212 Fifth Avenue, New York 10. Twenty-five cents per copy.

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becomes harder with the publication of each new book in the field to dub the latest with an original and arresting title. Nevertheless, the title of this book seems to throw the title of this condition on the child victims themselves instead of emphasizing, as the contents of the book reveal, that adults are resolved to do something for the amelioration of the conditions of children in these parlous times.

BENEDICT S. ALPER
Lake Success, New York

THE PROTESTANT CHURCH AND THE NEGRO, by Frank S. Loescher. Foreword by Bishop William Scarlett. Association Press. $3.

ONE IMPRESSION LIKELY TO BE MADE upon those who read this little book is indicated in the opening words of Bishop Scarlett's foreword: "This book will be unpleasant reading for those who love the Church." And I take it that Bishop Scarlett means those who have not abandoned the ancient Christian aspiration toward a universal human fellowship in which there is " . . . neither Greek nor Jew, Barbarian, Scythian, bond nor free. . . . " That in the modern world Protestant (not to exempt Catholic) Christians have been much to blame that this ancient hope has remained largely a pathetic hope, Mr. Loescher has sought to indicate in his book. This is not, of course, a startling discovery. What is significant about this book is the forthrightness and fairness with which the job is done.

The scope of Mr. Loescher's examination of church policies and practices with respect to the Negro is limited to fifteen liberal Protestant denominations represented in the Federal Council of Churches of Christ in America, together with two Protestant branches not so represented, namely, the Southern Baptist Convention and the Friends General Conference. The broad cultural commitments under which Protestantism emerged and which Protestantism did not for the most part repudiate, particularly the European exploitation of non-white peoples, are indicated as setting the stage for the dilemmas with which Protestant churches have been and are now faced with respect to the Negro.

The details which support the author's thesis have been culled from statements of church policies and practices, from books and religious periodicals, from interviews with denominational officers, and from observations on the field. These details cover the policies and practices not merely of denominational organizations but also of selected local churches and of educational institutions operating under church auspices.

Mr. Loescher's treatment of his problem is careful and judicious. That a considerable job of research still remains to be done he is very ready to admit. Adequate recognition is given to the pronouncements and policies of church bodies in their support of integration and to the practices of certain groups in this same direction. But words are not wasted in pointing out the awful disparagement in most instances between pronouncement and practice, particularly in the operation of skillfully arranged demonminational machinery and at the level of the *apparently* autonomous local church. While the author notes many favorable changes in the race relations climate and finds an increased participation of church people in the interracial movement, he finds Protestantism as a whole " . . . still actually contributing to the segregation of Negro Americans. . . . " WILLIAM A. BANNER
School of Religion
Howard University
Washington, D. C.

MARRIAGE COUNSELING PRACTICE, by John F. Cuber, Ph.D. Appleton-Century-Crofts. $2.25.

THIS MUCH NEEDED HANDBOOK takes effective steps toward its triple goal of helping the general reader to see some of the differences between reliably based, and scatterbrained or dishonest marriage counseling; orienting the person who seeks counsel, so that he may have background for doing his part in the consultation and its aftermath; and talking over with the marriage counselor the materials and points of view available in the professional literature, as seen in the light of the author's ten years of clinical experience.

John F. Cuber, who is professor of sociology at Ohio State University, speaks with friendly but critical balance of the contributions of such divergent schools of thought as psychoanalysis, behaviorism, and nondirectiveness. From each he takes what he finds useful, and indicates some of the ways in which other well trained counselors may work out their own combinations of insight and technique, in keeping with their personal capacities and interests.

In addition to emphasizing the importance of the marriage counselor's judgments being grounded in wide study in the sciences of human behavior, from psychology, sociology, and anthropology to biology and others, Mr. Cuber repeatedly warns the counselor to keep increasing his knowledge of accepted psychiatric thought, in part that he may learn to keep well within the bounds of nonpsychiatric consultation, lest he do far more harm than good.

Some of the common errors of amateur or beginning counselors are described, such as the acceptance of labels as an end in themselves, undue reliance on psychometric devices, and failure to allow the patient time to make his own progress at his own rate. Among the demands of clients which the counselor should not meet are these: that he issue directives, fix blame, or take sides.

The patient may see the functions of the counselor as listening, giving information, helping him to make important decisions, interpreting and helping him to understand or accept frustrating occurrences and, to some extent, helping him to modify his overt behavior. The author spends a chapter on each of these functions, giving useful techniques, a few typical problems, and some of the applicable insights from the behavior sciences.

Levels of diagnosis and of therapy are presented in enough detail to make conscientious practitioners want to learn to stay within the limits of their proper field. Generous quotations from a few well chosen authors give incentive for further study.

The values of moderate rationalization are pointed out, in some of the cases in which the client is faced with an unchangeable outside factor in his situation, such as the death or infidelity of somebody near to him, or socially based conditions over which the client has no control. Glib talk about "being objective" is scored, on account of the lack of true objective data in marital relationships.

With the same light but sure touch that enables him to treat constructively so many facts of the marriage counseling process in so brief a space, Mr. Cuber outlines current thinking and needs in regard to the training of marriage counselors, extension of research, education, and professional organization in this area.

GLADYS HOAGLAND GROVES
Director, Marriage and Family Council, Inc., Chapel Hill, N. C.

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The National Health Council has named *Dr. Thomas D. Dublin* as executive director. Dr. Dublin, who has been an active participant in the work of voluntary health agencies, was most recently professor of preventive medicine and community health at Long Island College of Medicine.

The Federal Security Agency has appointed *Ed McDonald* as regional director of Region V with headquarters in Chicago. Mr. McDonald has been serving with the Social Security Administration in Kansas City, Mo.

Dr. Harold S. Magee has been named medical director and chief executive officer of the State Hospital at Trenton, N. J., succeeding *Dr. James B. Spradley,* who has resigned. Dr. Magee was previously assistant medical director.

The National Travelers Aid Association has named *Conrad Van Hyning* as general director, succeeding *Bertha McCall* who has been released from administrative duties to write a history of the travelers aid movement. Mr. Van Hyning has been serving as assistant executive director of the Welfare Council of New York City, and was previously with UNRRA.

Two staff members of the Bureau of Public Assistance, Minneapolis office of the Social Security Administration, have resigned to accept teaching positions. *Walter B. Johnson,* formerly assistant regional representative, has been appointed associate professor of social work at the University of Indiana. *William E. Gordon,* who has been serving as regional research consultant for the bureau, will be a professor at the Nashville School of Social Work.

The Colorado Department of Public Welfare has announced three new appointments. *Gertrude M. Loos* has been named medical social consultant in the division of tuberculosis hospitalization. Miss Loos has had a number of years' experience as a medical social worker with the American Red Cross. *Juanita V. Perkins,* who has served as child welfare consultant in the department, has been named supervisor of consultants in the child welfare division. *Adele Von Lubken,* formerly child welfare consultant with the Oregon State Department of Public Welfare, has been appointed supervisor of field work in the child welfare division.

Leah K. Dickinson has resigned as field representative for the Pennsylvania Department of Public Assistance to serve with the International Refugee Organization in Italy.

New director of the Wyoming State Department of Public Health is *Dr. Franklin D. Yoder.* Formerly in private practice in Cheyenne, Dr. Yoder recently completed a year's postgraduate work in public health at the University of California.

Peter Auerbach has been named associate director of the Community Chest of Evansville and Vanderburgh County and the Evansville Council of Social Agencies. Mr. Auerbach was previously labor relations secretary of the Columbus, Ohio, chest and council.

Julia O. King has resigned as director of home service of the Cambridge Red Cross to become executive secretary of the Family Society of Cambridge.

The Alaska Department of Health has named *Lynde Fales* as health education technician. She served previously in the visual aids section of the U. S. Office of Education.

Dr. Thomas Parran, formerly Surgeon General, U. S. Public Health Service, will head the new graduate school of public health at the University of Pittsburgh.

The Public Charities Association of Pennsylvania has named *A. David Bouterse* as executive director, succeeding *Hugh R. Jackson* who has resigned to become executive vice-president of the Better Business Bureau of New York City. Mr. Bouterse has been serving as executive director of the Ohio Welfare Council at Columbus.

Elise de la Fontaine has been named executive secretary of Family Service in Pasadena, California. She was previously a district secretary with the Community Service Society of New York.

In Canada, *Dr. F. W. Jackson* has been appointed director of health insurance studies in the Department of National Health and Welfare. He has been deputy minister of health and public welfare for Manitoba, during the last seventeen years.

Kenneth Abell, formerly director of recreation in Sunbury, Pa., has been named recreation consultant to the State Planning Board in that state.

Laura Waggoner has been appointed executive secretary of the Council of Social Agencies of Eastern Union County in Elizabeth, N. J. Her experience includes service with the New Mexico Department of Public Welfare and the Community Welfare Council of San Antonio, Texas.

The Children's Agency of Oakland, Calif., has named *Beatrice Rice Palmer* as director.

The U. S. Public Health Service has named *Dr. Robert J. Anderson* as medical director and chief of its tuberculosis control division. Dr. Anderson, formerly assistant chief of the division, succeeds *Dr. Francis J. Weber,* who has resigned to do postgraduate work at Johns Hopkins University.

Richard C. Hicks, has been appointed acting executive secretary of the Greater Lansing Community Chest and Ingham County Council of Social Agencies. He was previously assistant executive secretary.

New York University announces the appointment of *Amy Erickson* as director of the public health nursing programs. She will have the academic rank of assistant professor of education.

Ralph Ormsby has been appointed executive director of the Family Society of Philadelphia, replacing Betsey Libbey who has retired. Mr. Ormsby served previously as executive secretary of the Family Service Society of St. Louis County, Clayton, Mo.

New superintendent of the Infant Welfare Society of Chicago is *Elizabeth H. McCreary.*

John W. Carey has been appointed executive secretary of the Community Welfare Council and Community Chest of Santa Monica, Calif. Mr. Carey has served with chests and councils in San Francisco, Syracuse, and Hartford.

The Michigan Department of Health has named *Dr. Fanny H. Kenyon* as associate director of the bureau

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of maternal and child health.

Phyllis Ring, R.N., public health nurse, has joined the staff of the Alaska Department of Health at Juneau. She was formerly with the Minneapolis Community Health Service.

New state commissioner of health in Michigan is *Dr. Albert E. Heustis.* He was previously director of the health department and Community Health Center, Branch County, Mich.

The Veterans Administration has appointed *Helen Stamm Sasko* to its social service division. Mrs. Sasko, who has been serving as case supervisor in the mental hygiene clinic at the Veterans Administration Regional Office in Cincinnati, will be responsible for helping to improve the quality of social service for veterans in VA's mental hygiene clinics and neuropsychiatric hospitals.

New executive secretary of the Middletown (Conn.) Community Chest and Council of Social Agencies is *Kenneth M. Storandt.* His previous experience includes teaching at the New York School of Social Work and serving as assistant executive of the Greater St. Paul (Minn.) Chest and Council.

Richard J. Parvis has been appointed executive director of Wells Memorial House Group Projects in Minneapolis. He served previously with the West-Side Neighborhood Council and Mattie Rhodes Neighborhood Center of Kansas City, Mo.

The Pennsylvania Department of Welfare has announced three new appointments. *Dr. Louis J. Kowalski,* formerly on the staff of the Philadelphia Mental Hospital, has been named assistant director of mental health in the department. *Ira J. Mills,* who has been serving as educational director of the Eastern Penitentiary in Philadelphia, has been appointed director of community work, and *George H. Black,* formerly an attache to the bureau of community work, is now assistant director.

The National Multiple Sclerosis Society, founded two years ago, has named *Dr. Cornelius H. Traeger* as medical director.

Charles W. Leonard has been appointed superintendent of the Illinois State Training School for Boys at St. Charles. He succeeds *Col. J. Clifford Hodgin* who has resigned to return to the Illinois Bell Telephone Company where he served earlier. Mr. Leonard has been director of the social service department of the Catholic Youth Organization in Chicago since 1943, and has also served with the Cook County Juvenile Court.

The Veterans Administration has appointed *Rosamunt Tatro* as chief of the social service division, branch office No. 1, which has its headquarters in Boston. Miss Tatro, who was the first full time medical social worker appointed by the state of North Carolina, succeeds *Morton I. Teicher,* who has resigned to teach at the University of Toronto.

Resigned

Aake Ording, of Norway, has resigned as director of the United Nations Appeal for Children in order to make an eleventh hour attempt to revive the campaign which has been very successful in some nations but has bogged down in others, notably in the United States. In submitting his resignation, according to *The New York Times,* Mr. Ording declared that he wished to be free to fight the decision of the UN Economic and Social Council to end the campaign December 31.

Manfred Simon, French economist, who has been serving as special adviser to Mr. Ording, has been designated acting director.

Honors

To *Dr. Selman A. Waksman* of Rutgers University and the New Jersey Agricultural Experiment Station, and *Dr. Rene J. Dubos* of the Rockefeller Institute for Medical Research, New York City, jointly, for "studies of the antibiotic properties of soil micro-organisms," and, in Dr. Waksman's case also for the discovery of streptomycin, and *Dr. Vincent du Vigneaud* of Cornell University Medical College, New York City, "for studies of transmethylation and contributions to the chemistry of biotin and penicillin," the third annual Lasker Awards of the American Public Health Association for outstanding scientific research and study—$1,000 each and a gold replica of The Winged Victory of Samothrace; to *Dr. Martha M. Eliot,* associate chief, U. S. Children's Bureau, "for organization and operation of the Emergency Maternity and Infant Care Program," and to *Dr. R. E. Dyer,* director, National Institutes of Health, "for organization and administration of the Research Grants Division of the National Institute of Health of the U. S. Public Health Service," similar awards for outstanding administrative achievement; to the department of medicine and surgery, Veterans Administration, and especially *Dr. Paul R. Hawley,* its former chief medical director, and *Dr. Paul B. Magnuson,* chief medical director, "in recognition of the efficient program developed by them to provide modern medical care for the millions of veterans who helped in the defense of America during World War II," the Lasker Group Award, a silver statuette of The Winged Victory of Samothrace.

To *Dr. Thomas Parran,* for his contributions, while Surgeon General of the U. S. Public Health Service, in implementing civilian health and aiding in the development of the army's preventive medicine program during World War II, the Distinguished Service Medal. . . . Jointly to *W. I. Braithwaite,* a corrective therapist, and *Franklin J. Weller,* an instructor in manual arts therapy service, at the Newton D. Baker Veterans Administration Center in Martinsburg, W. Va., for development of a new type of walker for crippled patients, VA's top award of $1,000 for an invention that will help in its hospital work.

Died

Dr. Alice Salomon, pioneer German sociologist, died in New York City in August at the age of seventy-six. Expelled from her native land by the Nazi regime in 1937, Dr. Salomon had earlier received high honors, including a silver medal from the Prussian State Cabinet in 1932, for her pioneer work in public health, social work and for her studies of women and children in industry.

In 1899 she established in Germany the first annual course for professional social workers, which later developed into the first German School for Social Work. She organized and served as president of the International Committee of Schools for Social Work. One of the founders of the International Council of Women, she published several textbooks on economics, civics and social work problems.

Lydia Banning Holmes, long a leader in settlement work, died in New York City in September at the age of fifty-four. Appointed head worker at Stuyvesant Neighborhood House in 1926, Mrs. Holmes was an early disciple of Lillian Wald and Jane Addams. She started her career as a volunteer at Henry Street Settlement in 1917.

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DIRECTOR of mid-West boysfarm seeking new and challenging position. Outstanding success as an administrator, fund-raiser and public relations. 42 years old. Would accept program head position. 8845 Survey.

HOME FOR AGED. Executive Director, New York City and Pennsylvania experience wishes position in East or far West. Completely trained. Wife experienced case work. Available as team 8844 Survey.

PUBLIC RELATIONS: position wanted, woman, graduate of the University of Wisconsin. Experience: Teaching nine years and two years as field representative in sales, promotion, publicity and fund raising. Good speaker. Attended 1948 Institute of Race Relations at Fisk University. Can furnish references. Available immediately. 8842 Survey.

ADMINISTRATIVE or **SUPERVISORY** position desired by Protestant single woman. MSS and several years experience in family and child welfare fields. Director large children's program last four years. Prefers adoptive agency in the Northwest or California. Available January 1. 8839 Survey.

CASE WORKER, graduate School of Social Work, 15 years experience, interested in work with children. Experience includes family, psychiatric and settlement work. 8838 Survey.

CASEWORKER, Negro, Male, M.S.S.W., 3 years experience in Family and Psychiatric Case Work. Interested in job in Eastern or Middle Western States. 8820 Survey.

GRADUATE SOCIAL WORKER, veteran, experienced in casework and community organization. Particularly interested in race relations. Available immediately. 8834 Survey.

EXECUTIVE OR SUPERVISOR position desired. Twelve years experience with state and national agencies. Masters Degree in Social Work. 8836 Survey.

MATURE man, executive, administrative, program, counseling experience in boys' work, available October to April 1 each year. Unusual training and abilities in work. College graduate. Head own organization remainder of year. 8830 Survey.

SUPERVISOR of boys desires position. Christian. Prefers institutional work. Will go anywhere. Available now. Best of references. 8827 Survey.

RECREATIONAL TEACHER, crafts, sports, dramatics, housefather, experienced counsellor. Available immediately. Mature, references. 8785 Survey.

WORKERS WANTED

SENIOR CASE WORKERS with graduate training and experience for adoption program, foster home supervision, and home finding in private, state-wide child placing agency. Iowa Children's Home Society, 209 Davidson Building, Des Moines 9, Iowa.

OPPORTUNITIES AVAILABLE

WANTED—(a) Medical social service worker: large municipal hospital; rehabilitation program; should be qualified to assume full responsibility for administration of medical social service department; $4000-$5000. (b) Psychiatric social worker; recently established child guidance clinic serving five municipalities; department to be well staffed; East. (c) Chief psychiatric social worker; new preventive and curative center; approximately 500 patients; Master's degree, minimum five years' experience required; $4000-$4800 including living quarters; East. (d) Director of social service department; one of the leading hospitals in the vicinity of New York City; department includes two case workers, secretary; primary duties involve outpatient department averaging more than 30,000 visits annually. S10-2 Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago 11.

WORKERS WANTED

CASEWORKERS (MAN and WOMAN) professionally trained, for New England child placing agency with institutional facilities. Psychiatric consultation available. 8846 Survey.

CHILD GUIDANCE CLINIC WORKERS. Psychiatric social work supervisor and two psychiatric social workers. Membership in the American Association of Psychiatric Social Workers preferred. Catholic Youth Organization, Sheil Guidance Service, Chicago. Send communication to Charles C. Smith, Executive Director, Catholic Youth Organization, 31 East Congress St., Chicago 5, Illinois.

EXECUTIVE DIRECTOR: Ridge Farm Preventorium, 40 East Old Mill Road, Lake Forest, Illinois. Previous experience as an executive in an institution required, plus training and background to carry on a treatment program for emotionally disturbed children between the ages of six and ten. Salary $4,000 plus maintenance.

RESIDENCE DIRECTOR, women's organization, Michigan. Responsible for building with adequate maintenance staff. Living quarters and $2400. Under fifty, with B.S. degree plus experience. Write qualifications, giving references. 8843 Survey.

MEDICAL SOCIAL WORKER for a 340-bed voluntary non-sectarian hospital and out-patient department in Chicago. Graduate training, Master's Degree preferable. Salary range $192.50 to $250.00 per month plus lunch and free medical care. 8841 Survey.

OPPORTUNITIES AVAILABLE

WANTED—(a) Medical social worker to supervise department of large general hospital, municipally operated; staff of six assistants; California. (b) Director of new agency organized to care for chronically ill; graduate training in social or public health work, several years' supervisory experience required; $4000-$5000. (c) Psychiatric social worker; interesting position in Hawaii. (d) Medical social worker to head department, 300-bed hospital; department supported jointly by hospital and community chest; middle western metropolis. S10-1 Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago 11.

CASE WORKER, trained. Family case work agency. Liberal personnel practices. Starting salary $3,000. Federation of Jewish Social Service, 614 Chamber of Commerce Building, Atlanta, Ga.

EXECUTIVE — PSYCHIATRIC SOCIAL WORK—Person capable of aiding in establishing Mental Hygiene Clinic in community of 185,000. Fort Wayne and Allen County, Indiana. Work will be administrative as well as case work to start with. Salary depends on experience and administrative qualifications. Write: L. P. Harshman, M.D., 801 East State Boulevard, Fort Wayne, Indiana.

CASEWORKER with graduate training, experience in family or children's work for a small multiple functioning Jewish agency. Challenging opportunity. Salary according to qualifications. Write Jewish Social Service Bureau, 45 Church St., Paterson, N. J.

WANTED: Caseworkers for private agency providing institutional care for young children and delinquent, adolescent girls, and foster home and adoption services. Graduate training and experience in child or family welfare work desired. Good salary according to qualifications. Excellent opportunity for qualified persons to participate in planning and developing constructive casework program. Address: Albertina Kerr Homes, 506 Panama Building, Portland 4, Oregon.

INTAKE WORKER—By private agency offering placement and case work services to children. Handle intake and carry short time, intensive cases of children in own homes. Graduate, experience in Children's field preferable. Salary $3,000. Children's Service League, 717 South Grand Avenue, East, Springfield, Illinois.

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GIRL SCOUT EXECUTIVE DIRECTOR for Council of 1400 Scouts. Apply Mrs. Seth Wolff, 2273 Cordova Ave., Youngstown, Ohio.

GROUP WORKER: Man or woman for Branch Executive in a Community House to develop and organize program. Group work graduate preferred. Will consider other qualified persons. Write: Southwest Social Centre, 1905 West Morris Street, Indianapolis 21, Indiana.

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Children

(Continued from page 345)

The New York Times reports. Plans for the new center, which will replace the present obsolete and overcrowded juvenile detention home, were worked out after study of such facilities the country over.

The center will consist of fourteen buildings on a sixteen-acre tract. There will be juvenile residence cottages, a large modern nursery, medical, dental, and psychological clinics, administrative offices, gymnasiums, a chapel, vocational classrooms, and playgrounds. Security will be achieved not through barred windows and high walls, but rather by strategic placing of buildings and garden fences around recreation areas.

The juvenile court will sit at the youth guidance center, and there will be a contributory court for adult offenders involved with children. However, George Ososke, chief probation officer of the Juvenile Court Department, explained in announcing the new project, "We shall try informally to handle many of the children without routing them through the court." He went on to point out that the new center may help to "break down an imaginary barrier between families and the juvenile court. If we can have parents looking to the court for aid . . . we can do much in the way of prevention of juvenile delinquency."

The project has already provoked inquiry from thirty-three cities throughout the nation, it is reported. To be completed in fifteen months at a cost of $4,300,000 to the city, the center will handle about 14,500 children a year.

"Families First"

"Families First," a ten-minute documentary film prepared by the New York State Youth Commission through R.K.O. Pathe, Inc., is an excellent presentation of the influence of the family in shaping the child's character for good or ill. Typical episodes from two families of contrasting types — the sharing and the non-sharing — are portrayed in dual sequence, dramatizing the forces which lead to wholesome, happy relationships, and those which lead to unhappiness and delinquency.

The film was released for theatrical showing within the state, free of charge, on August 30. It was also made available in September to all state chairmen conducting programs in celebration of National Youth Month. (See THE SURVEY, July 1948, page 235.) A sixteen millimeter version of this film, running for seventeen minutes, will be available after January 1. Interested agencies within the state may secure it free of charge. Outside the state the rental fee is $3. Copies may be purchased for $50. Inquiries should be addressed to Supervisor, Film Library, New York State Department of Commerce, 40 Howard Street, Albany 7.

"The Big Boob . . ."

(Continued from page 340)

husband. Help make plans, I mean, and manage money."

"You said it. He's awful dumb about money—wants to spend it all as soon as he gets it. That's why he gives it to me on Saturdays."

"If you could sort of help him along, perhaps he would be able to work up and get a raise in the Department of Sanitation . . ."

"You mean be like a mother to him?" Mabel looked up in surprise. "Say—I'm still married to him . . . I . . ." She blushed a little and looked out of the window. "You know," she confided, turning to Miss Bartlett in a more friendly way, "I didn't know he couldn't read and write. . . . Might have guessed."

Miss Bartlett gathered up some papers on her desk. "I really think it's up to you to make a go of your marriage," she said firmly. "Your husband has a job he likes. If you could help him along, I think he will be a good husband to you. There really isn't any other man you're interested in, is there?"

"Not really," Mabel admitted. "The fellows like me, but I kinda go for Dave, the big boob." She gathered up her green bag and stood, a little doubtful, a little defiant.

"Both of you come back and see me again," Miss Bartlett said cordially. "But I look to you to work out this problem." She held out her hand. Mabel shook it perfunctorily and turned to leave. "The Department of Sanitation," she murmured to herself. "That big dope . . . maybe I could learn him to read and write. . . ."

STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED BY THE ACT OF CONGRESS OF AUGUST 24, 1912, AS AMENDED BY THE ACTS OF MARCH 3, 1933, AND JULY 2, 1946, of SURVEY MIDMONTHLY, published monthly at East Stroudsburg, Pa., for October 1, 1948.

State of New York } ss.:
County of New York }

Before me, a Notary Public in and for the state and county aforesaid, personally appeared Paul Kellogg, who, having been duly sworn according to law, deposes and says that he is the Editor of the SURVEY MIDMONTHLY, and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily, weekly, semiweekly or triweekly newspaper, the circulation), etc., of the aforesaid publication, for the date shown in the above caption, required by the Act of August 24, 1912, as amended by the Acts of March 3, 1933, and July 2, 1946 (section 537, Postal Laws and Regulations), printed on the reverse of this form, to wit:

1. That the names and addresses of the publisher, editor, executive editor, and business manager are: Publisher, Survey Associates, Inc., 112 East 19 Street, New York, N. Y.; Editor, Paul Kellogg, 112 East 19 Street, New York, N. Y.; Executive Editor, Thomas Devine, 112 East 19 Street, New York, N. Y.; Business Manager, None.

2. That the owner is: (If owned by a corporation, its name and address must be stated and also immediately thereunder the names and addresses of stockholders owning or holding one per cent or more of total amount of stock. If not owned by a corporation, the names and addresses of the individual owners must be given. If owned by a firm, company, or other unincorporated concern, its name and address, as well as those of each individual member, must be given. Survey Associates, Inc., 112 East 19 Street, New York, N. Y., a non-commercial corporation under the laws of the State of New York, with over 1900 members. It has issued no stocks or bonds. President, Richard B. Scandrett, Jr., 30 Pine Street, New York, N. Y.; Chairman of the Board, Joseph P. Chamberlain, Columbia University, New York, N. Y.; Vice-presidents, John Palmer Gavit, 112 East 19 Street, New York, N. Y.; Agnes Brown Leach, 1021 Park Avenue, New York, N. Y.; Secretary, Ann Reed Brenner, 112 East 19 Street, New York, N. Y.

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[Signed] PAUL KELLOGG, Editor.

Sworn to and subscribed before me this 23d day of September, 1948.

GEORGE F. BRANDON, Notary Public.

State of New York, Residing in Queens County. Queens Co. Clk's No. 3747, Reg. No. 299-B-9; N. Y. Co. Clk's No. 1645, Reg. No. 1456-B-9. Commission expires March 30, 1949.

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